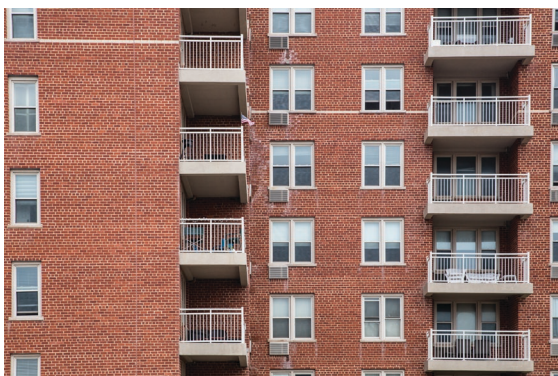


# LANE COUNTY

## SHELTER FEASIBILITY STUDY



DECEMBER 2018

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# EXECUTIVE SUMMARY

In Lane County, the number of people experiencing homelessness has been steadily increasing in recent years with a large portion (69%) of people experiencing unsheltered homelessness. Nationally, about a third of people experiencing homelessness (34.5%) are in unsheltered locations, while about two-thirds (65.5%) are in sheltered locations.<sup>1</sup> With the high number of people living on the streets, in cars, in tents, and other places not meant for human habitation, it is crucial that Lane County implement well-planned and effective strategies to move people out of homelessness and into safe and secure housing.

The Technical Assistance Collaborative (TAC) developed this report as part of a Public Shelter Feasibility study commissioned by Lane County in collaboration with the City of Eugene. The purpose of the study was to assess the crisis response system in Lane County, identify gaps and bottlenecks within the system, and outline best practices and strategies to address areas of need and improvement. This report outlines ten key recommendations for Lane County and its partners to address the current homeless crisis with a particular focus on unsheltered homelessness among single adults. The recommendations include strategies to address system-wide issues as well as the need for low-barrier emergency shelter beds. The key system-wide recommendations are as follows:

1. Expand and better coordinate outreach services by proactively engaging people who are on the streets or living in places not meant for human habitation (cars, tents, abandoned buildings, etc.) and connecting them to services – these activities are a key part of ending homelessness in any community.
2. Expand diversion and rapid exit services strategies, which is an emerging practice whereby individuals or families seeking emergency services are immediately engaged in an exploratory conversation to determine if there are alternative options, even if temporary, that would help them avoid or quickly exit literal homelessness.
3. Expand and better coordinate rapid re-housing (RRH) resources. RRH uses a progressive and individualized manner to provide short- to medium-term rental assistance, along with housing-focused services, in an effort to rapidly move households out of homelessness.
4. Create additional permanent supportive housing (PSH) and increase utilization, as Lane County has a significant population of highly vulnerable, long-term homeless individuals in both sheltered and unsheltered situations. The current PSH units throughout the county are underutilized and inadequate in meeting the needs of the community.
5. Implement effective move-on strategies, which are an emerging practice that allows mainstream or other affordable

housing subsidies or units to replace the subsidy of a PSH project and thus free up the intensive service package a PSH project has to offer.

6. Expand and increase utilization of tenancy supports. While rental assistance and subsidies are an important component in ending homelessness, tenancy supports also play a critical role in ensuring clients can maintain their housing permanently.
7. Increase effectiveness of coordinated entry. A community's coordinated entry system is the primary mechanism for ensuring that those experiencing homelessness are connected to interventions that will rapidly end their homelessness.
8. Create centralized and coordinated landlord and housing partner management; landlords and other housing partners are critical stakeholders in the effort to end homelessness.
9. Provide training to ensure implementation of best practices, as training and professional development are critical to any homeless crisis response system. High staff turnover, evolving practices and promising models, unique client needs, and the overall need for highly specialized services all contribute to the need for ongoing training.
10. In addition to the above nine system-wide recommendations, TAC recommends that Lane County develop a new year-round low-barrier emergency shelter to serve 75 people.

While increasing emergency shelter beds will help respond to the immediate crisis of unsheltered single adults in the community, without expansion of other system components as well as policy alignment, training, and implementation of best practices across the CoC, the county will be unable to make a significant impact on single adult homelessness. TAC recommends that Lane County capitalize on its existing partnerships with the City of Eugene, local non-profit service providers, the local community, emergency first responders, and elected officials to plan, implement, operate, and evaluate the recommendations in this report.

<sup>1</sup> <https://www.hudexchange.info/resources/documents/2017-AHAR-Part-2-Section-1.pdf>

# INTRODUCTION

## 1. BACKGROUND

In March of 2018, Lane County, in collaboration with the City of Eugene, secured the services of the Technical Assistance Collaborative Inc., (TAC) to conduct a public shelter feasibility study. As part of the study, TAC was to assess the current homeless crisis response and service system within Lane County, including resource capacity and gaps within various system components such as coordinated entry (CE), diversion, outreach, day shelters, emergency shelters (ES), transitional housing (TH), rapid-rehousing (RRH), and permanent supportive housing (PSH). Since that time, TAC has conducted a comprehensive review and analysis of Lane County's homeless service and crisis response system, culminating in this report. The report outlines a number of recommendations related to Lane County's homeless system overall, as well as specific recommendations for the creation of a public emergency shelter.

## 2. METHODOLOGY

TAC's methodology to complete a shelter feasibility study focused on conducting a comprehensive assessment and analysis of all major system components within Lane County's homeless system. While emergency shelters play a crucial role in addressing a person's immediate housing crisis needs, it is important to note that shelter alone cannot be a community's singular strategy to end homelessness. For this reason, TAC approached this study with a system-wide lens and ensured our analysis incorporated data and information from multiple sources within different system components.

Below is a detailed description of our methodology and steps leading to the findings and strategic recommendations in this report. Over the course of seven months, TAC completed the following:

### Data and Information Collection

TAC collected and reviewed data from the following sources:

- Lane County's Homelessness Management Information System (HMIS) including Annual Performance Reports for ES, TH, RRH, and PSH, and custom reports provided by Lane County
- Coordinated entry system reports
- Homeless Point-in-Time counts from 2011 to 2018
- Housing Inventory Chart (HIC) from 2018
- Federal fiscal year 2016 and 2017 system performance measures (SPM) reports
- Lane County CE written standards
- Poverty and Homelessness Board (PHB) Strategic Plan 2016-2021
- PHB governance charter

### Stakeholder Interviews & Meetings

TAC gathered information from a wide range of Lane County stakeholders. Over the course of six months, TAC staff conducted over 30 stakeholder interviews, participated in a Poverty and

Homelessness Board Meeting, facilitated two focus groups, and presented at the joint public meeting of the Eugene City Council and Lane County Commissioners. Stakeholder interviews and meetings occurred both on-site and off-site, and included representation from the following groups:

- Staff from Lane County and the City of Eugene
- Emergency shelter providers, housing providers, housing developers, advocates, consumers, funders, and other community stakeholders
- Eugene City Council Members and Lane County Commissioners
- A list of the specific agencies interviewed is provided in [Appendix A](#).

### Analysis & Assessment of Information

Throughout the course of the data collection and stakeholder interviews, TAC continuously assessed the information obtained to understand each system component, how these components are accessed by clients, and how the components relate to or interact with each other. This analysis included evaluating demographic information of those experiencing homelessness, highlighting salient data points, identifying system gaps, evaluating performance issues, and identifying overarching themes. The data and information analysis provided the basis for the development of the system map, key recommendations, and the system modeling.

### Development of the System Map

TAC drafted an accessible, easy-to-understand map of the Lane County homeless service system. The map illustrates the primary aspects of the homeless service system including emergency shelter, alternate shelter options, day access centers, outreach, coordinated entry, and the housing options available. The map highlights the myriad of "paths" an individual or family experiencing a housing crisis could take to address their crisis such as accessing PSH, RRH, TH, or other affordable housing and private market housing. The goal of the map is to present the system flow and illustrate where specific gaps within the system exist, as well as identify where households get "stuck" without adequate resources to address their homelessness crisis. The map of Lane County Homeless Service System is included in [Appendix B](#).

### Development of System Modeling

TAC created a scenario planning tool to model the impact of modifications to various aspects of the county's crisis response system. The system modeling took into account factors such as the number of people experiencing homelessness, the amount of resources available within each system component, and the utilization and turnover rate for each of the system components. TAC used the system modeling to refine and "right-size" our recommendations. The system modeling analysis is included in [Appendix C](#).

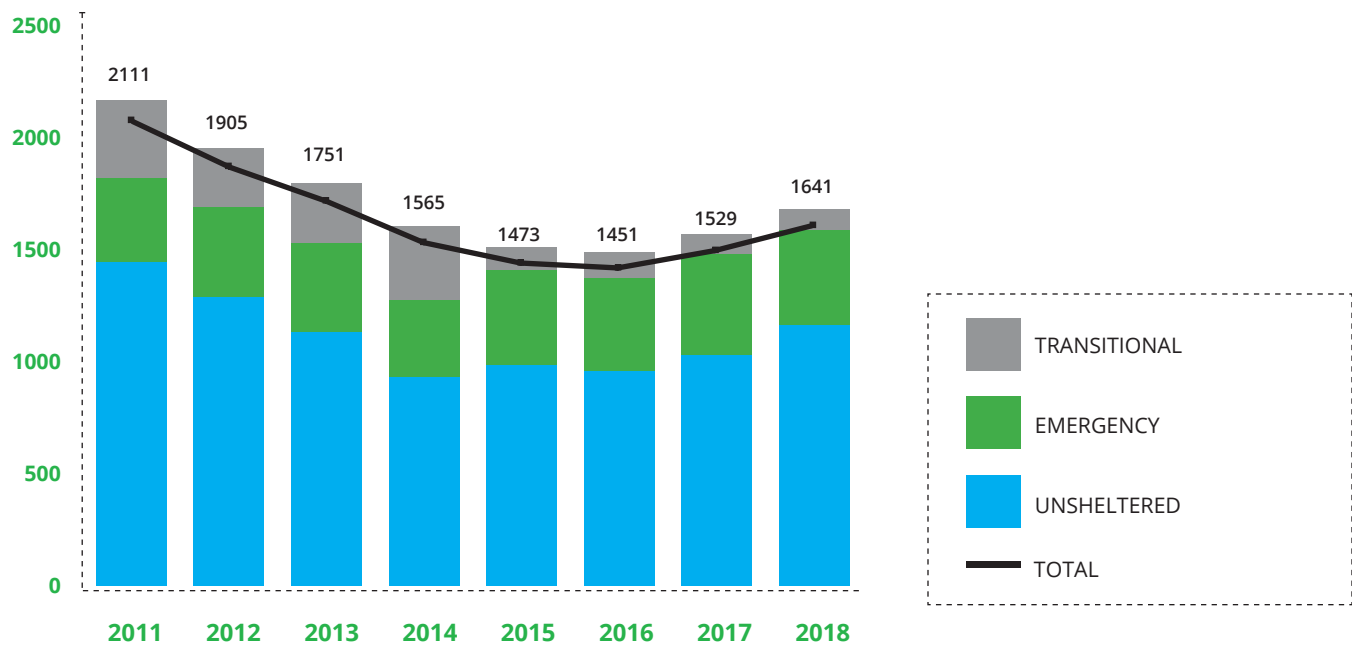
# OVERVIEW OF HOMELESS POPULATION IN LANE COUNTY

## 1. ALL PEOPLE EXPERIENCING HOMELESSNESS

One of the primary datasets available on homelessness is data from the Point-in-Time (PIT) count. HUD requires Continuums of Care (CoC), such as Lane County, to conduct a count on a single night of the people in a community who are experiencing homelessness, including sheltered and unsheltered populations. While HUD requires only a biannual count, Lane County traditionally conducts a PIT count every year.

Lane County conducted its 2018 PIT count on January 31, 2018, and identified 1,641 persons experiencing homelessness. The chart below shows the number of people experiencing homelessness<sup>2</sup> and the corresponding living situation for those persons from 2011 through 2018.<sup>3</sup>

CHART 1: 2011-2018 PIT



The chart above illustrates that after a downward trend beginning in 2012 through 2016, the number of people experiencing homelessness has been increasing. Note that unsheltered homelessness accounts for the entire seven percent increase in overall homelessness between 2017 and 2018. The Department of Housing and Urban Development (HUD) defines unsheltered homeless situations as locations not meant for human habitation, including living on the streets, living in vehicles, and living in “alternative shelter options” (e.g., car camping, rest stops, Conestoga huts).

As part of the PIT count, communities must identify whether a person is an individual, a member of a family unit, or an unaccompanied youth under the age of 18. In addition, communities must identify if a person is chronically homeless, indicating that the person has experienced long-time or repeated homelessness and has a disability. Tables 1 and 2 (next page) provide the demographics of persons experiencing homelessness collected as part of the 2018 PIT count.

<sup>2</sup> 2018 PIT Data provided directly from Lane County.

<sup>3</sup> The PIT is a snapshot of people experiencing homelessness on any given night. Lane County estimates that over 15,000 people experienced homeless in Lane County in the last year.



**TABLE 1: # OF HOMELESS PERSONS BY HOUSEHOLD TYPE**

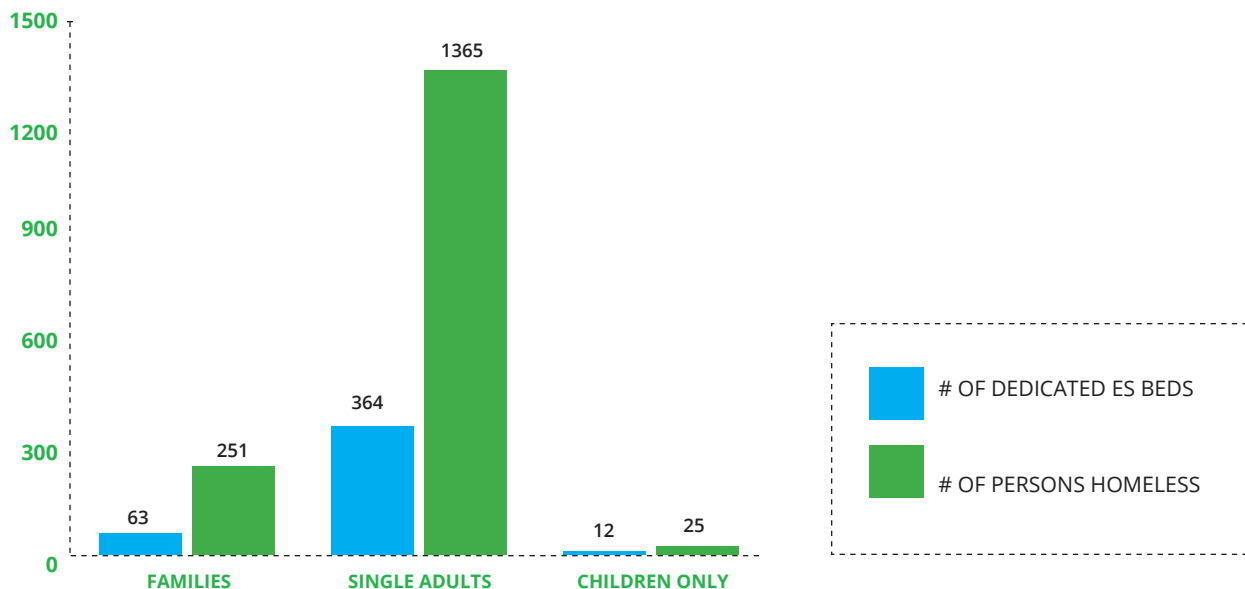
	<i>Sheltered</i>	<i>Unsheltered</i>	<i>Total</i>
Single Adults	356	1009	1365
Families with Children	138	113	251
Children Only	13	12	25
<b>Total</b>	<b>507</b>	<b>1134</b>	<b>1641</b>

**TABLE 2: 2018 HOUSEHOLD DEMOGRAPHICS**

<i>Status</i>	<i>Sheltered #</i>	<i>Sheltered %</i>	<i>Unsheltered #</i>	<i>Unsheltered %</i>	<i>Total</i>
Chronically Homeless	112	22%	601	53%	713
Serious Mental Illness	121	24%	426	38%	547
Substance Use Disorder	73	14%	339	30%	412
Veteran	53	10%	120	11%	173

The number of single adults experiencing homelessness far exceeds the number of persons in families with children or unaccompanied minors (see Table 1). Single adults account for 83 percent of all people experiencing homelessness, persons in families with children account for 15 percent, and unaccompanied minors account for two percent.

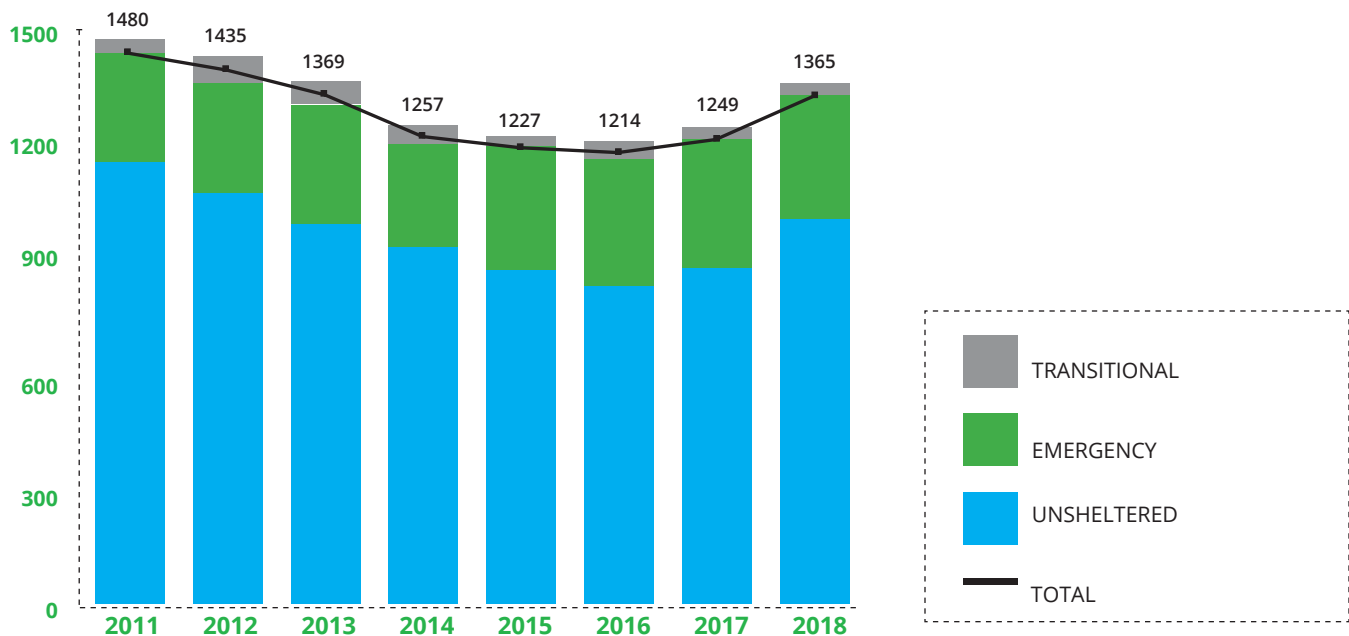
While gaps in emergency shelter resources exist for all populations in Lane County, the difference between the number of people experiencing homelessness and the number of emergency shelter beds is greatest for single adults who account for the majority of those experiencing homelessness, as evidenced in Chart 2 below.

**CHART 2: NUMBER OF ES BEDS BY POPULATION**

## 2. FOCUS ON SINGLE ADULTS

Over 1,300 single adults are experiencing homelessness on any given night in Lane County, accounting for 83 percent of all people experiencing homelessness in the community. During the night of the PIT count, 1,009 of these single adults were in unsheltered locations, comprising 89 percent of the unsheltered population.

**CHART 3: 2018 PIT SINGLE ADULTS**



Compared to national data, Lane County has a much higher incidence of homelessness amongst single adults. Nationally, 67 percent of the overall homeless population is single adults and 33 percent are people in families.<sup>4</sup> A closer look at this population indicates that many are chronically homeless, have a serious mental illness, a substance use disorder, and/or are Veterans.

Lane County's 2018 PIT count identified 713 people who were chronically homeless, with 112 living in sheltered locations and 601 living in unsheltered locations. Furthermore, data showed that 24 percent of sheltered people and 38 percent of unsheltered people identified as having a serious mental illness (SMI), and 14 percent of sheltered people and 30 percent of unsheltered people had a substance use disorder (SUD).

Data indicates that the Lane County unsheltered single adult population is significantly higher than many other similar communities:

- Out of 399 CoCs across the country, Lane County ranks as the CoC with the 40th highest number of unsheltered people
- Of "Smaller, City, County, and Regional CoCs" across the country, Lane County ranks 6th in the number of chronically homeless single adults<sup>5</sup>
- In Lane County, 0.27 percent of the population is unsheltered, as compared to Portland with 0.20 percent, and Seattle with 0.25 percent<sup>6</sup>

**Chronic Homelessness Definition:** HUD defines chronic homelessness as a single adult (or head of household in a family) who has been homeless consistently for at least one year, or who has had four episodes of homelessness over three years, of which episodes total at least 12 months of homelessness.

Given the high incidence of homelessness among single adults, many of whom are people with disabilities experiencing chronic homelessness, TAC determined that additional analysis of Lane County's homeless service system and potential recommendations should focus primarily on addressing single adults.

<sup>4</sup> 2017 AHAR.

<sup>5</sup> 2017 AHAR.

<sup>6</sup> Based on comparing data in 2017 AHAR and US Census Population Data.

# CURRENT HOMELESS SYSTEM FOR SINGLE ADULTS

Understanding all aspects of the homeless system for single adults, from outreach to permanent supportive housing, and how these are accessed by clients, is critical to developing shelter recommendations.

## 1. OUTREACH

Outreach is an extremely important activity designed to help establish supportive relationships, give people advice and support, and provide access to the services and supports that will help them move off the streets to permanent housing. Outreach is a necessary system component to access hard-to-reach individuals and should be connected to an overall concerted effort to end homelessness. Best practice in outreach requires moving outside the walls of agencies to engage people experiencing homelessness where they are physically located and to connect with those who may be disconnected and alienated from both mainstream services and supports and services targeting people experiencing homelessness. The best practice in outreach is housing-focused.

TAC identified several gaps and barriers within the current outreach system. Currently, there are limited outreach programs focused on connecting unsheltered single adults to permanent housing. Within Lane County, there are four outreach programs that “touch” single adults. These include the White Bird SAMHSA PATH program, the Shankle program, ShelterCare’s FUSE Program, and the Looking Glass street outreach project that serves youth who are predominantly 18 and older. Although these programs provide essential services to those they serve, the staff capacity across these programs is insufficient to effectively engage the number of unsheltered single adults who currently live on the streets and in places not meant for human habitation. A review of the number of persons served with outreach services showed that approximately 1,000 persons receive outreach services annually.<sup>7</sup> With over 1,000 single adults living in unsheltered locations on any given night during the year, it is clear that additional outreach efforts are needed.

In addition to insufficient staffing, the Lane County outreach services design does not allow for system-wide engagement strategies. Currently, each program operates independently and is focused only on its specific target population, (e.g., SMI). Finally, outreach services and case management are not always housing-focused nor housing placement oriented.

## 2. DIVERSION

Diversion, or rapid exit, is a best practice strategy that communities incorporate into their homeless crisis response system to prevent homelessness for people seeking shelter by helping them identify immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent housing quickly. Diversion services

can reduce the number of households becoming homeless, the demand for shelter beds, and the size of program waitlists. Diversion services can also help communities achieve better outcomes and be more competitive when applying for federal funding. Diversion services are offered immediately prior to, or immediately after, a household becomes literally homeless. In general, diversion practices are emerging and communities are working to identify the best way to implement diversion services and resources locally.

There are currently no robust diversion programs in Lane County, nor distinct diversion efforts at points of shelter entry; TAC considers this to be a gap in the overall homelessness system. Based on a review of the data available on lengths of stays in emergency shelters, it is likely that a number of people enter shelter in Lane County who – if diversion were provided – could either be diverted prior to shelter entry or within a short period of time after shelter intake.

## 3. EMERGENCY SHELTER

Emergency shelters are a facility or type of crisis housing (e.g., crisis beds, motel vouchers) with the primary purpose of providing safe temporary shelter for people experiencing a housing crisis. Emergency shelters provide a temporary place for people to stay, meet basic needs such as food, safety, and hygiene, and offer some level of support to seek and obtain housing. Emergency shelters and other types of crisis housing play a critical role in a system’s response to homelessness, as people in a housing crisis will always need a safe and decent place to go that is immediately available. Low-barrier orientation is considered best practice for emergency shelters. Low-barrier shelters have a housing-first orientation and few, if any, barriers to entry, such as sobriety requirements or background checks.

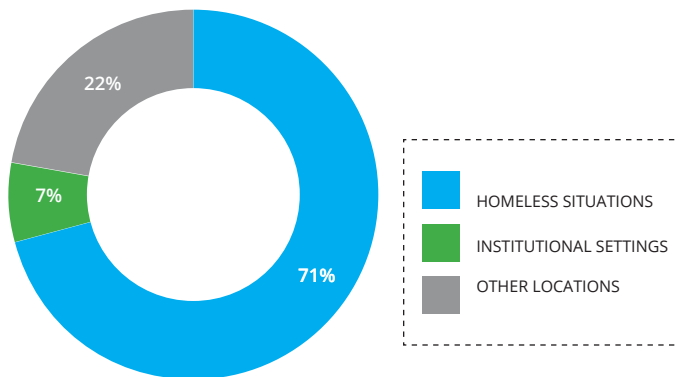
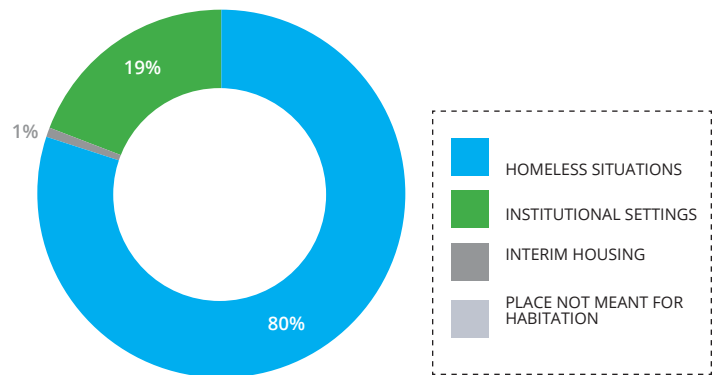
Within Lane County, there are currently 364 year-round emergency shelter beds dedicated for single adults. During stakeholder interviews, it was noted that current shelter providers face staffing challenges, as well as physical design layouts, that limit options on how many people can be served on any given night. These emergency shelters do not use a low-barrier model. In turn, some of the most vulnerable people continue to sleep on the streets and in places not meant for human habitation around Lane County, primarily in the City of Eugene. In addition, there does not seem to be a strong focus on housing-related case management to quickly exit individuals from shelter into permanent housing.

A review of the emergency shelter data<sup>8</sup> shows that most people entering the shelter system are coming directly from homeless situations. Eighty percent of those coming from homeless situations were coming from unsheltered locations (See Chart 4 & Chart 5).

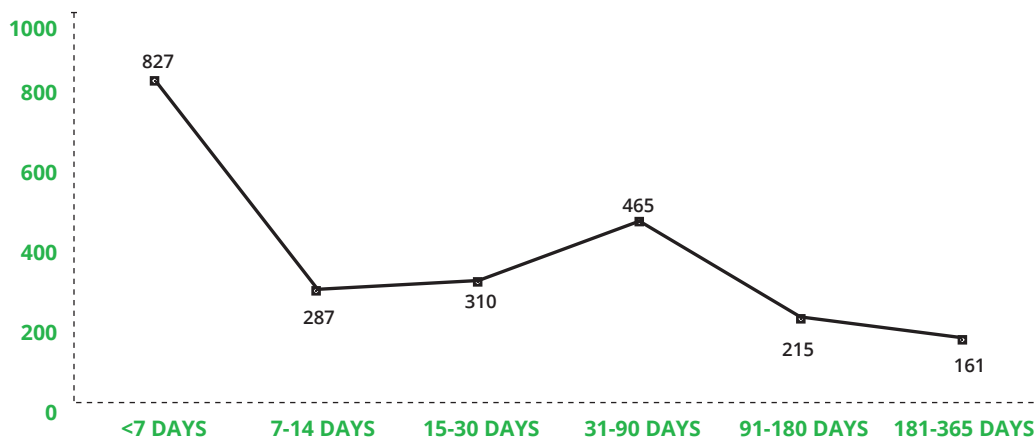
<sup>7</sup> Based on 2017 Outreach APR.

<sup>8</sup> Data from 2017 Emergency Shelter APR.



**CHART 4: LIVING SITUATION AT PROGRAM ENTRY****CHART 5: HOMELESS SITUATION**

Half of the people who enter the shelter system exit within 14 days. It is likely that a portion of these people could be diverted at entry if diversion and rapid exit practices were in place,<sup>9</sup> as discussed above. Also noteworthy is that a smaller percentage of people have lengthy periods of stays of 90 days or more (Chart 6). These long-term stayers represent a “clog” in the system, where there is an inability to move people out of shelters and into permanent housing destinations. One other issue highlighted in the data analysis is that current existing beds are not being fully utilized, with a utilization rate of 85 percent system-wide. This may be related to staffing capacity issues as well as the higher-barrier model that is being employed.

**CHART 6: SINGLE ADULTS BY LENGTH OF TIME (LOT) IN EMERGENCY SHELTERS**

Although changes to existing shelter practices may create better system performance, the current emergency system is privately funded, and does not receive any local, state, or federal funding for any operations. This limits the ability of Lane County and the City of Eugene to require changes in practices to more low-barrier models in existing shelter operations.

#### 4. COORDINATED ENTRY

Coordinated Entry (CE) is a system that works by establishing a common process to understand the situation of all individuals and families who are experiencing a housing crisis, and request assistance through the homeless crisis response system. Core elements of CE include establishment of crisis system access point(s), the use of a standardized assessment process to gather information on program participants' preferences and housing needs, and a standardized referral process that prioritizes households with the highest needs to appropriate and available housing resources.

Lane County Health and Human Services is responsible for overseeing Lane County's coordinated entry system. Currently, participating agencies conduct assessments at 11 different physical access points throughout the system. In addition, one agency also conducts assessments via mobile outreach. Lane County uses the Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPDAT)

<sup>9</sup> The program exit data available is not reliable, with over 75% of destinations reporting missing data.

as its common assessment tool. This tool provides a score for each assessed individual; this score is then used to determine what specific intervention should be offered to that person, and their prioritization on the centralized waitlist (CWL). For single adults, a VI-SPDAT score of 8+ will place them on the CWL for permanent supportive housing, while a score of 4-7 will place them on the CWL for a rapid re-housing intervention.

The coordinated entry system was established in 2015; since then, 1,493 assessments have been completed (as of 6/30/18). Of these completed assessments, 76 percent of persons assessed were single adults.

Through its CE policies and procedures, Lane County requires that assessments be updated every six months or the assessment will “expire” and the household will be removed from the CWL. Since available housing resources are limited, a large portion of people who are assessed will not be offered a resource within this timeframe, and may become disconnected during this period. Since CE was implemented, 709 singles adults have been removed from the CWL list, 549 of which were due to an expired assessment. Forty-three percent of people assessed (both single adults and families) have been removed from the CWL without ever being referred to a housing resource.

The current system design presents a number of challenges. First, it “wastes” resources of the assessing agencies and gives some people in need of a housing intervention “false hope.” Second, not all homeless resources participate in CE, specifically PSH and Transitional Housing units. In addition, while the CE system incorporates some mobile outreach doing assessments, there is no fully dedicated CE outreach team to do assessments system-wide. There also is no “walk-in” capacity as most assessments require an appointment, which means the person in need will have to “follow up” with an appointment at a later time. Finally, given the number of people who are experiencing homelessness and are living on the streets or in shelters, there is insufficient assessor and navigator capacity.

## 5. DAY CENTERS/ACCESS CENTERS

Day shelters or access centers in Lane County provide emergency and basic needs assistance including food, clothing, laundry and shower facilities, supplies, telephone and internet access, housing location services, advocacy, and transportation assistance. Currently there are three day shelters/access centers within Lane County. One access center, Service Station, is designed to provide basic assistance for single adults.

## 6. TRANSITIONAL HOUSING

TH is a temporary model of housing, the purpose of which is to facilitate the movement of homeless individuals and families into permanent housing within 24 months. Transitional housing can be a necessary part of a CoC’s homeless assistance portfolio,

especially where services offered actually match the needs of people experiencing homelessness. This type of housing should be reserved for those populations who need this particular type of intervention, rather than being used for those who need permanent supportive housing or who need less intensive interventions.

There are currently 47 transitional housing beds for single adults within Lane County. The majority of these beds are targeted to Veterans and youth populations. Based on TAC’s analysis, the existing TH beds available do respond to a need in the community, and at 92 percent, have the highest utilization rate of all programs. However, some performance improvements might be needed. Of particular note is that 19 percent of households who exit TH to permanent housing return to homelessness within 2 years.

## 7. RAPID RE-HOUSING

RRH is an intervention, informed by progressive assistance and a housing first approach, that is a critical part of a community’s effective homeless crisis response system. Rapid re-housing quickly connects families and individuals experiencing homelessness to permanent housing through a tailored package of resources that may include the use of time-limited financial assistance and targeted supportive services. Rapid re-housing programs help families and individuals living on the streets or in emergency shelters solve the practical and immediate challenges to obtaining permanent housing while reducing the amount of time they experience homelessness, avoiding a near-term return to homelessness, and linking them to community resources that enable them to achieve housing stability in the long-term.

There are 50 units of RRH dedicated to single adults. These units are administered across five different programs in Lane County. These programs do not operate or interact in a systematic way, but are instead siloed within the different agencies that administer the programs. In addition, the RRH system resources – mainly the resources dedicated to staff positions, navigators, housing search workers, and landlord engagement liaisons – are underfunded, thereby limiting the effectiveness of this component. Currently, at 74 percent, RRH resources have the lowest utilization rate system-wide. This may be due to the challenges providers face in locating housing and quickly moving households out of homelessness.

## 8. PERMANENT SUPPORTIVE HOUSING

PSH is a housing model designed to provide housing assistance (project- and tenant-based) and supportive services on a long-term basis. PSH is considered a best practice.

Lane County currently has just over 400 PSH units for single adults. This number is inadequate to serve the number of homeless households who are eligible for, and would benefit from, the resources of PSH, and it presents a sizable gap in the PSH system. In addition, of these 400 PSH units, 223 are Veterans Affairs

Supportive Housing (VASH) units dedicated to chronically homeless Veterans. The VASH units represent roughly 58 percent of the PSH units in Lane County, but homeless Veterans represent roughly 11 percent<sup>10</sup> of the homeless population. PSH as a system resource is not “right-sized” within the overall Lane County homeless and crisis response system. This reality has already been recognized by the Lane County Poverty and Homelessness Board, which outlined the need for additional PSH in its five-year strategic plan. The PHB committed to coordinate with service provider partner agencies within Lane County to create an additional 600 units of supportive housing for people who are chronically homeless, including Veterans and youth; those who experience mental illness, domestic violence, and/or drug and alcohol abuse; and those exiting the criminal justice, foster care, and/or child welfare systems.<sup>11</sup>

Although PSH is a much-needed resource within the system, the PSH resources that currently exist are not fully utilized, with a utilization rate of 87 percent. Similar to the issues in utilization for RRH, this is partly due to difficulties in finding housing opportunities for people with a number of barriers in a market with limited housing stock. Additionally, once households move into housing assisted with PSH, there is very limited turnover within the programs (2 percent annual turnover rate).

## 9. TENANCY SUPPORTS

Tenancy supports and services are any types of support to help a household obtain and remain in permanent housing. Tenancy supports can range from housing search, landlord tenant mediation, case management for budgeting, and assistance in increasing both employment and non-employment income. While case management services do exist within programs, some stakeholders noted that tenancy supports are underfunded and are not available on the scale needed to serve people in PSH and RRH. The 2017 System Performance Measures showed that across the different system interventions, 21 percent of households who exited to permanent housing returned to homelessness within two years. More robust tenancy supports would improve housing-related outcomes across the system.

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<sup>10</sup> FY18 Lane County Point-in-Time Count.

<sup>11</sup> Lane County Poverty and Homelessness Board Strategic Plan 2016-2021.

# EXTERNAL CHALLENGES IN LANE COUNTY

Data from this study and other sources suggests that the persistence of the county's single adult homeless population is due in part to demographic variables and rental stock realities over which the county has limited, if any, control.

## 1. WHAT DEMOGRAPHIC DATA TELLS US ABOUT THE LANE COUNTY POPULATION'S NEED FOR HOUSING

Lane County demographic data describes a county population that is older, more disabled, and less employed than other parts of the state. Perhaps in part because of these characteristics, the data paints Lane County as strikingly poorer than several other Oregon counties, the rest of Oregon, and the United States as a whole.<sup>12</sup>

**TABLE 3: ESTIMATED POVERTY RATES, U.S. CENSUS**

<i><b>Geographic Area</b></i>	<i><b>Poverty Rate</b></i>
Lane County	18.3%
United States	12.7%
State of Oregon	13.3%
Marion County, OR	13.6%
Multnomah County, OR	14.2%
Portland, OR	16.9%

The county has more people over the age of 65 compared to the United States as a whole or to the State of Oregon (See Table 4 below).

**TABLE 4: PERCENTAGE OF POPULATION AGE 65 YEARS AND OLDER, U.S. CENSUS**

The county has fewer people age 16 and older employed in the civilian labor force. In September 2018, the State of Oregon reported an unemployment rate of 4.2 percent for Lane County, compared to 3.2-3.5 percent in the tri-county area surrounding Portland, and 3.8 percent for the state as a whole.

<i><b>Geographic Area</b></i>	<i><b>Percent of Persons 65 Years of Age and Older</b></i>
Lane County	18.7%
United States	15.6%
State of Oregon	17.1%
Marion County, OR	15.3%
Multnomah County, OR	13%
Portland, OR	11.6%

**TABLE 5: PERCENTAGE OF POPULATION AGE 16 OR OLDER IN CIVILIAN LABOR FORCE, U.S. CENSUS**

<i><b>Geographic Area</b></i>	<i><b>Percent of Persons Age 16 or Older in the Civilian Labor Force</b></i>
Lane County	59.2%
United States	63.1%
State of Oregon	61.9%
Marion County, OR	61.8%
Multnomah County, OR	68.7%
Portland, OR	69.5%

<sup>12</sup> The Census indicates limitations to comparing poverty data across geographies.

Lastly, Lane County has a higher percentage of people with disabilities under age 65.

**TABLE 6: PERCENTAGE OF POPULATION WITH A DISABILITY, U.S. CENSUS**

<b>Geographic Area</b>	<b><i>Percent of Persons with a Disability Under Age 65</i></b>
Lane County	12.17%
United States	8.6%
State of Oregon	10.3%
Marion County, OR	11.1%
Multnomah County, OR	10.0%
Portland, OR	11.6%

For the most part, Lane County officials cannot alter these demographic variables of age, disability, and poverty. However, these characteristics are likely associated with a greater need for affordable housing, as well as a higher risk for eviction and homelessness.

## 2. GREATER DEMAND DOES NOT TRANSLATE TO MORE AFFORDABLE HOUSING

Like many communities across the country, pressure on the rental market has been increasing, resulting in low vacancy rates; the current Lane County rental vacancy rate is 2.9 percent. There is limited new production in the county. Unfortunately, even the combination of high demand and low vacancy rates has not organically resulted in increases in rental housing generally, and affordably priced housing specifically. The U.S. Census indicates that there were only 842 building permits issued in Lane County in 2017, compared to 1,346 in Marion County and over 7,000 in Multnomah County. Interviews with staff indicate that there is a lack of incentive, as well as capacity, for new rental development. We also note that an estimated 90 percent of the county is federally-owned land.

## 3. HIGH NUMBER OF NEWLY HOMELESS

The number of new people experiencing homelessness in Lane County has increased steadily in recent years.<sup>13</sup> On average, Lane County sees about 130 newly homeless people entering the homeless and crisis response system each month. There is no reliable data available as to where newly homeless people live prior to becoming known to the Lane County crisis system. It is likely that some people entering homelessness for the first time are long-term Lane County residents or

people with ties to Lane County, and some are from “other communities” and found their way to Lane County.

It is important to note that Lane County is not the only entity experiencing increasing homelessness, including unsheltered homelessness. The 2017 Annual Homeless Assessment Report to Congress (AHAR)<sup>14</sup> found that the number of people experiencing homelessness is increasing in all states on the West Coast. In California, the number of people experiencing homelessness has increased by 13.7 percent, in Washington State it has increased by 1.4 percent, and in Oregon it has increased by 5.4 percent.

Staff indicated that elected officials and others feel pressure from the Martin v. Boise case. In this Boise, Idaho case, the court found that “as long as there is no option of sleeping indoors, the government cannot criminalize indigent homeless people for sleeping outdoors, on public property, on the false premise that they had a choice in this matter.”<sup>15</sup> TAC encourages the county to fully implement the range of recommendations below in order to begin to decrease this very visible population and minimize any potential pressure to criminalize homelessness in the county.

<sup>13</sup> 2017 System Performance Measure 5.2.

<sup>14</sup> 2017 AHAR.

<sup>15</sup> <https://www.nlchp.org/Martin%20vs.%20Boise%202018.pdf>.



# STRATEGIC POLICY RECOMMENDATIONS

While increasing emergency shelter beds will help respond to the immediate crisis of unsheltered single adults in the community, without expansion of other system components as well as policy alignment, training, and implementation of best practices across the CoC, the county will be unable to make a significant impact on single adult homelessness. Below, TAC provides a number of system-wide strategic recommendations in addition to the recommendation of increasing low-barrier shelter beds.

TAC created a modeling tool in order to determine the “size” of the various recommendations, including the additional number of units or increased staffing. Information about this modeling tool is available in [Appendix C](#).

## 1.SYSTEM-WIDE RECOMMENDATIONS

### A. Expand and Better Coordinate Outreach

Outreach services – proactively engaging people who are on the streets or living in places not meant for human habitation (cars, tents, abandoned buildings, etc.) and connecting them to services – are a key part of ending homelessness in any community. This is especially true in Lane County, given the diverse geography of the CoC and the high number and significant vulnerabilities of unsheltered homeless adults throughout the county. As described above, Lane County does have some outreach activities, but they tend to be for specific populations or are not clearly defined in terms of geographic coverage and linkages to services. TAC’s outreach recommendations rely on the principle that outreach should be fully coordinated and have linkages back to emergency shelter and permanent housing opportunities. Lane County’s outreach priorities should focus on those individuals who have been homeless the longest and present with the most significant barriers so as to connect those individuals to the limited permanent housing assistance (both RRH and PSH) available through Coordinated Entry. The county should also ensure that outreach workers are trained in administering the CoC’s common assessment tool and such assessments are done in accordance with the Coordinated Entry protocol (as discussed below).

Further, outreach within the county should be mapped to ensure no gaps in coverage. TAC recommends an actual mapping process where all outreach and coordinated entry personnel work together to identify on paper (a map) where outreach coverages exist and where gaps remain. A focused effort should be made to convene all outreach partners on a periodic basis to engage in coverage discussions as well as case conferencing to strategize around difficult to engage households who may need to be prioritized for service linkages. Outreach workers targeting specific and/or general populations should have a clear communication protocol back to the coordinated entry system and amongst shelter and other outreach teams so that all parts of the crisis response system are working in concert, without gaps or duplication in efforts.

As part of this recommendation, TAC recommends, among other direct outreach personnel, one full-time equivalent (FTE) county Outreach Coordinator/Manager who would be responsible for coordinating outreach efforts and implementing streamlined communication and service linkage protocols. This position would help outreach teams for both general and specific populations cross-coordinate efforts, as well as support data collection processes and linkages to the Common Assessment and Coordinated Entry process. This position would also coordinate with the coordinated entry staff for case conferencing and other strategy meetings. The 1 FTE takes into account that this individual may also play the role of a direct outreach worker and supervisor of all outreach workers and activities. The role of Outreach Coordinator/Manager should be responsible for ensuring that outreach and coordinated entry communication and referral protocol are consistent with the larger system of care.

### *Specific Outreach Recommendations*

1. TAC recommends expanding street outreach to include a minimum of five FTE outreach workers and one FTE County Outreach Coordinator/Manager.
2. TAC recommends expanding/redesigning street outreach to become a coordinated system-wide approach, connected to coordinated entry, emergency shelters, and other housing opportunities.
3. TAC recommends ongoing and increased use of mobile technology (tablets) with HMIS embedded. This would allow for entries into an “Outreach” project in HMIS before a common assessment is complete, so that there is real-time accounting of all individuals or families living in unsheltered situations.
4. TAC recommends a small annual ‘barrier buster’/flexible fund of \$50,000 in financial assistance for those engaged by outreach. This assistance should be used only when funds can assist a household in reconnecting to permanent housing. For instance, a small car repair to allow an individual to access employment opportunities, or reconnecting a family’s cell phone service so they can coordinate housing and education needs. This fund would operate similarly to the diversion fund noted below, and may in fact cover many of the same types of costs, particularly when a household has an opportunity to reconnect with family or friends on a temporary or permanent basis. Emergency supplies and crisis goods may be paid for using this fund if and when no other community resources are available to meet that need.

## B. Expand Diversion and Rapid Exit Services

Homelessness diversion and rapid exit (collectively called diversion in this context) strategies are an emerging practice whereby individuals or families seeking emergency services are immediately engaged in an exploratory conversation to determine if there are alternative options, even if temporary, that would help them avoid or quickly exit literal homelessness. Diversion strategies rely on personnel trained in conflict resolution and mediation who have the skills and mindset to engage in difficult conversations with clients at the time of crisis. Homelessness diversion aims to help reconnect people with their family, friends, other social networks, or communities of origin. These practices identify who may be willing to provide space for a household to live, identify connections for people back to their community of origin, and mitigate illegal or confusing landlord practices (such as when someone thinks they must leave their unit but still have a legal right to that housing).

Unlike homelessness prevention, which often occurs days or weeks before someone faces literal homelessness, diversion and rapid exit services should be positioned directly at the “front door” of a shelter, both existing and new, or in an outreach setting. This intervention focuses on alternative safe options for people who are presenting for crisis services and believe they have no other safe housing option or place to stay that night or for those who entered a shelter or homelessness in the last few days. Diversion relies heavily on making quick, appropriate connections to a client’s familial and/or social networks in order to resolve the immediate need for crisis services. Diversion is primarily conducted in shelters or service centers, but outreach teams should also be trained in basic diversion techniques for those cases that must be explored in an unsheltered situation. Of note, diversion efforts should be made with all clients presenting for services or shelter but only a fraction of those will actually be diverted, even temporarily. Diversion refocuses the discussion from “I need a shelter bed tonight” to “I need a safe place to stay tonight,” a subtle but significant paradigm shift in how homeless services respond to people in early crisis.

In addition to diversion specialists, TAC recommends that the city/county provide a limited ‘barrier buster’ or flexible fund for diversion assistance with clear protocol for when and how to use such limited funds. Examples of financial assistance might be to pay a family member a time-limited stipend to house someone, gas or food vouchers for host families, transportation costs to reconnect individuals to their community of origin (based on their choice and available support), and other limited payments. While financial assistance is helpful, it is important to note that the true essence of strong diversion practices rely on highly skilled diversion specialists who are able to have sometimes challenging and lengthy exploratory conversations with people who are seeking emergency services.

**Diversion:** Diversion is an intervention designed to assist people in finding immediate alternatives to emergency shelter or prolonged homelessness. Diversion practices rely on:

- Skilled staff in mediation and problem solving
- Limited, targeted financial assistance to reconnect people with family, friends or other social networks
- A change in approach from "How can we get you into shelter " to "How can we find someplace safe for you to stay while you work on your long term housing plans."
- A strong coordination across outreach, shelter, housing and other crisis service partners

### **Specific Diversion Recommendations**

1. TAC recommends that diversion be implemented system-wide and have six specific diversion specialists and \$50,000 in (annual) diversion financial resources. For example, assuming 130 newly homeless individuals per month and a 20 percent diversion rate, this amounts to an average of \$200-\$300 per successfully diverted household. Within this framework, many households may not need any financial assistance to be diverted (family member allows them to stay without any financial incentive), while others may need \$500-\$1,000 in assistance (transportation costs to a family member in another state along with a food voucher to assist the host in providing for the household). Financial assistance should be flexible enough to meet emerging needs while also ensuring accountability in how funds are disbursed.
2. Diversion specialists should be positioned at and rotate through various emergency shelter and crisis service centers at key times of the day/week when newly homeless households typically present for services.
3. Financial assistance should be highly targeted through written policies and procedures for payment commitments and distribution (minimum host expectations, limits on amounts, assurance that assistance aids in longer-term housing opportunities).
4. TAC recommends that the CoC provide a system-wide diversion training for direct care practitioners and work to orient diversion and rapid exit services within the front door of all emergency access points.

### C. Expand and Better Coordinate RRH Resources

While a limited resource in Lane County, RRH services can fill an important gap in the system's efforts to house households as quickly as possible. RRH provides, in a progressive and individualized manner, short- to medium-term rental assistance along with housing-focused services in an effort to rapidly move households out of homelessness. RRH operates as a progressive assistance model whereby the least amount of assistance needed to end a client's homelessness is offered first, and that assistance is increased or continued only if and when the household needs it to sustain their tenancy. RRH resources should be highly flexible. Similar to other housing interventions, RRH should be distributed equitably, not equally. That is, each household receives a unique service and assistance package that fits their household needs (equity), rather than all households receiving equal (or the same) amount of assistance regardless of individual household circumstances, strengths, and housing barriers. This applies to both the intensity and frequency of supportive services as well as the amount and duration of financial assistance.

Of note, while financial assistance is a critical component to any RRH project, strong case management and housing services are often equally or more important to the project's success. A typical RRH grant should include at least 40-50 percent of the funds going to support case management and housing search activities (labor). Financial assistance should be flexible, but limited to only what a household needs. This means that the tenancy support services in RRH play a critical role in a project's success and the delivery of high quality tenancy supports requires training and ongoing professional development for case managers, housing navigators, managers, and fiscal staff.

RRH projects are difficult to operate and require a very discreet set of housing-focused skills. TAC recommends a review of all RRH projects to ensure each has the capacity to deliver RRH services well. This includes a focus on staff training, provider capacity to make timely payments to landlords (within 2-3 business days when necessary), the ability to co-locate in shelters and other emergency settings so services can reach those who need it most regardless of their physical location and in accordance with the Coordinated Entry Prioritization protocol, targeting criteria, and other performance factors. Standard documentation expectations should be in place to expedite RRH enrollments and allow for quick payments for units in order to remain competitive in the tight housing market. RRH providers should also be fully engrained into a system-wide landlord and housing partner outreach and relationship management strategy, as described below. Lane County should also consider using RRH for people with higher vulnerabilities than the current coordinated entry protocol allows (thus the need for highly tuned supportive service and tenancy supports) and targeting limited PSH units to replace the RRH subsidy should some households still need permanent affordability after the RRH intervention is complete.

Generally, TAC recommends consolidating RRH resources in any given community so that the RRH providers can tailor their work to this type of intervention. If and when new or increased RRH funds are available, TAC recommends those resources be awarded to a smaller group of providers who can then deliver RRH services in settings across the county. RRH, similar to PSH, is a system-wide resource and when many providers receive small amounts to serve their own clients, this dilutes the quality and level of services that can be delivered overall.

#### ***Specific RRH Recommendations***

1. Use RRH resources as a system-wide intervention not constrained to any one provider, even if funds are managed and delivered by a discreet set of highly skilled organizations.
2. Create system-wide RRH written standards and expectations, including training expectations, focused on households with higher vulnerability, and flexible, progressively administered housing and financial assistance.
3. Coordinate with and participate in a system-wide landlord and housing partner outreach and relationship management strategy (see Landlord Engagement Strategy recommendation further below).
4. Include training and expectations related to housing first, crisis response, client choice, and progressive assistance. Training should also include tenancy support models that focus on tenancy access and preservation rather than clinical or other long-term personal outcomes.
5. Incorporate four dimensional tenancy supports (Breadth, Depth, Frequency, and Duration) as a foundation for housing services.
6. If Lane County were able to identify an additional \$500,000 in annual RRH funds (from any or multiple sources), \$350,000 of which would focus on individual adults and the remaining targeted to families, significant strides could be made in promoting private market rental connections. At an average cost of \$4,000 per household in assistance (services and financial assistance combined), this would allow Lane County to serve an additional 125 households annually with flexible, client-centered housing services. This \$4,000 recognizes that some households may need only a security deposit and light rental assistance, while others (particularly those who score for PSH but no PSH is immediately available) may need longer-term financial and tenancy support assistance).

### D. Create additional PSH & Increase Utilization

Lane County has a significant population of highly vulnerable, long-term homeless individuals in both sheltered and unsheltered situations. The current PSH units throughout the county are underutilized and inadequate to meet the needs in the community. PSH is a proven model of housing that provides robust wraparound case management services with permanent unit affordability based on household income.

Regarding utilization, Lane County should review all PSH projects to look for ways to make sure all available units/subsidies are used. This includes both better utilization of existing housing, whether private market or specifically subsidized, construction of housing specifically for PSH, and incentives to include project-based style PSH opportunities in other new housing development projects. Utilization also relies on a deep commitment to housing first principles and connections to the formal coordinated entry process. Lane County should consider written standards and expectations that require PSH providers to alert the housing referral system immediately when units become available or are anticipated to become available. PSH providers should move quickly in connecting with referrals and allowing for immediate access to PSH once those referrals are made. Further, annual and ongoing staff training protocol should be in place to ensure that case managers have the skills and capacity to help people retain their housing once they enter a PSH project, thus reducing rates of recidivism into homelessness and demonstrating better outcomes at the project and system level. Finally, Lane County should explore move-on strategies whereby mainstream housing vouchers replace the PSH subsidy to allow for permanent affordability for those who need a housing subsidy but may not need the intensive PSH service package once they are stabilized in housing. Move-on strategies rely on client choice and many clients will never sustain housing without the services PSH offers; however, some clients may be able to maintain their housing with a voucher that does not include those services.

More efficient means of utilizing and providing services in the current PSH portfolio will not be sufficient for Lane County. Lane County must also identify new PSH units through both the creation of physical units and the provision of tenant-based or project-based rental assistance in existing housing. In identifying opportunities for increased utilization of existing resources or the creation of new PSH resources, Lane County should consider how to mitigate any additional costs or staffing issues that may arise for those mainstream or PSH providers willing to dedicate resources (e.g., participation in CE and HMIS).

#### Specific PSH Recommendations

1. TAC recommends adding 350 new PSH units (new creation and repurpose and increased utilization of current existing units to be accessible to Extremely Low Income people experiencing homelessness).
2. In the past few months, Lane County has received funds for 60 housing first PSH units and 33 targeted Mainstream Vouchers.<sup>16</sup> Lane County should continue to apply for and/or support developers in applying for these funds as appropriate.
3. Lane County has a significant pool of VASH resources specifically targeted to the Veteran population and should identify any barriers to efficient implementation, including project-basing some of the vouchers, and once these are resolved, consider expanding the program.
4. Ensure PSH is targeted to the most vulnerable single individual adults by making all referrals to PSH through Coordinated Entry.
5. Ensure PSH providers coordinate with and participate in system-wide landlord and housing partner outreach and relationship management strategies (see Landlord Engagement Strategy recommendation further below).
6. Ensure the crisis response system – especially case managers – understands how to leverage reasonable accommodations.
7. Consider increasing the PHA payment standard to allow greater competition of vouchers within the private market.
8. Ensure effective participation in system-wide landlord engagement strategies to increase access to units and quicker housing search (see Landlord Engagement Strategy further below).

### E. Implement Effective Move-On Strategies

Move-on strategies are an emerging practice that allows mainstream or other affordable housing subsidies or units to replace the subsidy of a PSH project and thus free up the intensive service package the PSH project has to offer. Move-on strategies rely on a high level of coordination with local voucher systems and engagement with mainstream affordable housing owners to ensure that targeting is transparent and clear, and mitigate against any unintended consequences of transitioning a unit or household to a new subsidy or unit. The premise of move-on strategies is that some, though not all, households in PSH may continue to need the affordability of the subsidy but do not need the permanent supportive services that PSH provides. For these households, mainstream subsidies and units can replace the subsidy provided so that the PSH provider can use the subsidy and service package to house someone coming out of literal homelessness. While some households may need the housing assistance and services offered in PSH for the foreseeable future, there are households who may be able to “move-on” from PSH but have no other permanent housing options. Lane County should explore the different possible areas for move-on strategies to include preferences within the Housing Choice Voucher Program (HCVP) portfolio and in multifamily developments created with federal, state, or local financing. It is important to note that these strategies will result in no costs to the county, city or other entities.

<sup>16</sup> Some of these will divert from homelessness.

## F. Expand and Increase Utilization of Tenancy Supports

While rental assistance and subsidies are an important component in ending homelessness, tenancy supports also play a critical role in ensuring clients can maintain their housing permanently. Data on returns to homelessness from PH suggests that tenancy supports may not be as available or effective as needed; in 2017, 21 percent of people who exited to permanent housing returned to homelessness.

Tenancy supports are activities related to ensuring a tenant complies with their lease. This might include budgeting assistance to ensure rent is paid on time and in full, training on keeping the apartment clean, providing support to request reasonable accommodations, and developing a positive relationship with the property owner. Lane County should consider system-wide training and support protocols that allow for ongoing professional development of case managers and other housing specialists. This could include a mix of online, in-person, and peer-to-peer training and sharing opportunities. In contracting, funders should ensure that proposals include an adequate level of supportive service and case management staff for the target population. Housing providers must build a culture of housing first, whereby tenant screening barriers and housing retention barriers become the primary focus of all housing intervention; that is, ensure clients can pursue larger personal goals but keep the primary focus of services on ensuring housing can be obtained or maintained even if a client still faces significant personal challenges or engages in risky behavior.

1. Ensure providers are able to effectively provide and bill for tenancy supports.
2. Require capacity development on service delivery and billing, and training and supports on the delivery of best practices.

## G. Increase Effectiveness of Coordinated Entry

A community's coordinated entry system is the primary mechanism for ensuring that those experiencing homelessness are connected to interventions that will rapidly end their homelessness.

Coordinated entry works by establishing a common process to assess the situation of all households who request help through the housing crisis response system. Each coordinated entry system should incorporate four core elements within their process: 1) Access Points, 2) Standardized Assessment Process, 3) Prioritization of Households, and 4) Referral to Housing and Supportive Services Resources.

While Lane County has established a coordinated entry system with each of these core elements, there are a number of specific areas where improvements are needed to increase system access, improve housing connections, and implement an effective and consistent process throughout the system. In order to increase system access, it is necessary to establish a direct connection between outreach staff and the coordinated entry system. This should include ensuring that outreach staff act as assessors and developing an ongoing communication plan between outreach staff, the Outreach Coordinator/Manager, and the Coordinated

Entry Administrative Analyst/Manager. Given that outreach staff are primarily in the field, it is important that mobile technology is available to staff to conduct assessments. In addition, Lane County should add two full-time county-funded assessor positions. These assessors should be placed at a location that allows for walk-in appointments, and they should also be able to conduct assessments over the phone as needed.

In order to improve the efficiency of the assessment process, Lane County should consider implementing a phased assessment approach in order to capture information on an as-needed basis throughout the process. The initial assessment phase could occur at the first interaction with the system and collect only the information essential to understanding the person's immediate needs, which may include verifying the household's current housing status and whether they are at risk of harm due to a variety of factors such as a perpetrator of domestic violence or a medical condition that requires immediate attention to ensure the physical health and well-being of the household. Additional assessment phases, including the completion of a VI-SPDAT, would occur only after a household has been unable to resolve their housing crisis after a certain period of time (e.g., 14 days after initial assessment) and based on their homeless history (e.g., only chronic singles receive a VI-SPDAT assessment). Once a VI-SPDAT is completed, the system should provide a straightforward way to make updates to the assessment if a household's circumstances change or to confirm that the information is still valid. This should help minimize the number of "expired" assessments.

In addition to the recommendations related to access points and assessment phases, there are specific changes needed in the prioritization and referral processes to incorporate a dynamic prioritization process. The Coordinated Entry process currently "assigns" referrals to the CWL for PSH or RRH based on the VI-SPDAT score. Instead of trying to "match" vulnerability levels to particular interventions, the system should prioritize people for whatever resources are available at that time. This means that if a RRH slot is available, the person with the highest need on the CWL should receive it, even if that person scored a "17" on the VI-SPDAT.

Dynamic prioritization takes into account both the changing nature of the population of people who have been prioritized as well as the availability of resources. It supports a faster and more efficient process for matching and referring people to programs, and accepts that there may not be enough of the most needed resources to help all households who request help. As part of implementing a dynamic prioritization process, it is important that the system have robust housing navigation and case conferencing protocols in place. Lane County requires at least 2-3 Housing Navigators to assist those individuals and families with the highest need to prepare for housing. This may include accompanying persons to all housing-related appointments and other necessary social services. Housing navigators should have in-depth knowledge of local systems to keep the process running smoothly and eliminate any barriers to moving a household off the street



and into housing as quickly as possible. Housing navigators should work closely with outreach, coordinated entry, and other provider staff as necessary.

Finally, it is important that a case conferencing process be established to include the Outreach Coordinator/Manager, housing navigators, and coordinated entry administrative analysts. Case conferencing is a process by which all appropriate supports and resources can connect to each other to strategize around the needs of everyone on the CWL at once. The process also allows the CoC to translate individual data points into a bigger picture snapshot, enabling evaluation, troubleshooting, and process improvement across the entire local housing system.

### ***Specific CE Recommendations***

1. Ensure referrals for all units dedicated to people experiencing homelessness (including non-CoC funded projects) are made through the CWL.
2. In addition to assessors at provider agencies and through outreach staff, add two county-level FTE assessors who have the capacity to conduct assessments through walk-ins and via phone. Outreach staff who conduct assessments should be provided mobile technology whenever possible to ensure assessments are placed into the system in “real-time.”
3. Ensure coordinated entry is fully connected to and engaged with the system-wide outreach team (see outreach recommendations).
4. Create strong housing navigation systems, including two to three FTE navigators throughout the system to connect people to diversion, outreach, emergency shelters, PSH, and RRH. Housing navigators will participate in the case conferencing process as well.
5. Eliminate separation and use of “buckets” for referrals to CWL for PSH & RRH. The Coordinated Entry system should allow people to access any of the resources for which they qualify, and not presume that certain households will not be successful in RRH.
6. Implement a progressive and phased assessment approach. This could include a tiered approach based on when assessments occur and the level of assessment provided in each phase.
7. Revise how assessments are updated to decrease the number of “expired” assessments. The CE system should not require that households go through a full assessment to remain active in the system.
8. Establish a case conferencing process among outreach, navigator, and coordinated entry staff to allow for a dynamic prioritization of households on the CWL.

## **H. Create Centralized and Coordinated Landlord and Housing Partner Management**

Landlords and other housing partners are critical stakeholders in the effort to end homelessness. Oftentimes, landlord relationships are managed at the provider or even staff level, resulting in fragmentation when it comes to housing referrals and unit matching. Lane County should consider adding two FTE Housing Partner Coordinators whose sole job is to recruit new housing partners, create and maintain landowner relationships, and track levels of risk tolerance across housing partners. Similar to By-Name Lists of homeless households, Lane County should establish, either online or in a single database, a By-Name Landlord Management Tool. This would allow tracking of open units and willing landlords, and also provide a place to note risk aversion; for instance, noting which landlords will take individuals with past evictions vs. those who will not, as well as other factors that would help the housing match process.

A risk associated with a centralized landlord management structure is variability in how different housing providers engage with and respond to landlord needs. Lane County should consider implementing a Housing Partner Handbook that outlines the basic expectations of housing providers when engaging with landlords and responding to landlord complaints, as well as communication protocol and minimum service expectations. This document could be accompanied by Memoranda of Understanding that commit the Continuum to providing landlord contacts and opportunities in exchange for service provider commitments relative to the communication protocol and the minimum service expectations outlined. Further, Lane County should institute a quarterly service provider landlord case conference system whereby housing providers can share information and lessons learned related to their direct interaction with area housing partners and landlords.

Lane County should also consider a more robust landlord engagement strategy that both educates landlords on the housing services provided and validates landlord concerns in working with “housing programs.” This would include public messaging from county and city officials, uniform marketing material for the entire CoC, a housing partner seminar (supported by a private foundation) to recruit and inform housing partners of the efforts to end homelessness, and a social media strategy to highlight strong housing partners in the community. Lane County, in partnership with funders, should also consider a clear, transparent risk mitigation fund that can be used if or when excessive damage is done to units or rent loss becomes an issue. Other strategic partnerships may also be helpful for when damage is done in a unit (for instance, a local carpenter union contributing charitable time to fix units) or when clients need basic furnishings or necessities when entering units (for instance, a partnership with the colleges to obtain dormitory furniture when it is replaced).

## I. Training to Ensure Implementation of Best Practices

Training and professional development are critical to any homeless crisis response system. High staff turnover, evolving practices and promising models, unique client needs and the overall need for highly specialized services all contribute to the need for ongoing training. Lane County should review current resources that can be used for training and consider pooling resources or providing cross-cutting training throughout the county. For example, have each provider contribute a modest amount to attend a countywide housing first training utilizing professional trainers. TAC recommends that Lane County set aside a budget of roughly \$75,000 annually to assist in continued training costs, which may include but are not limited to: staff time to oversee a position to coordinate and communicate upcoming trainings and available free trainings, funds for hiring 'experts' to train staff on specific topics when free trainings are not available, costs associated with staff travel time and expenses to attend trainings (i.e., national trainings), and cost for software, if applicable, to attend remote trainings.

TAC recommends Lane County establish a training and professional development protocol that addresses, at minimum, the following:

- Housing First, Progressive Assistance and Client Choice (Annual)
- Rapid Re-housing Practices (Annual and when a new provider begins)
- Coordinated Entry (Annual and when significant changes are made)
- Tenancy Supports and Case Management (Annual in person, quarterly online)
- CoC Start Up Trainings (Whenever offered by HUD)
- Project and Fiscal Management (Annual for housing assistance administrators)
- HUD Webinar Trainings (All; every provider must have at least one attendee)
- VA SSVF Monthly Webinar Series (All SSVF providers)
- New Staff Orientation (All new staff, online modules specific to program type)
- SOAR (one SOAR specialist mandatory for each provider, or countywide SOAR training)
- Ongoing webinars offered by national partners such as TAC, NAEH, and others.

## 2. ADD LOW-BARRIER EMERGENCY SHELTER

TAC recommends Lane County expand emergency shelter for single individuals. As discussed above, Lane County's current shelter capacity for single adults is limited, and the beds that do exist can be difficult to access. Individuals with some of the most significant vulnerabilities and challenges – criminal histories, behavioral health issues, etc. – are often unable to access Lane County's existing year-round emergency shelter.

Emerging emergency shelter models, predominately known as navigation centers, are replacing older shelter models that traditionally required gender segregation, high barriers and rules to entry, and no place for personal possessions or partners. While navigation centers can 'look' different, the overarching principles are the same and include, at minimum, the opportunity for people to enter with partners, pets, and their possessions. Navigation centers are designed to serve people who are living in unsheltered places, on the streets, in encampments, or other places not meant for human habitation. These individuals can be very vulnerable and are often fearful or reject accessing traditional shelter and services, typically due to psychological and/or physical barriers. Navigation centers are low-barrier, and provide intensive case management to connect people to public benefits, health services, and permanent housing, through a housing first philosophy.

TAC recommends that Lane County develop a new year-round emergency shelter – a navigation center – to serve 75 people. In preliminary recommendations, TAC discussed a 50-75 bed shelter. In this final report, TAC provides design and cost recommendations for 75 beds, with the intention that as the number of unsheltered individuals in Lane County decreases over time, the emergency shelter could be scaled back to 50 beds.

Expanding shelter beds is critical to impacting visible homelessness in the county. Ending homelessness for single individuals, however, is unlikely unless the county makes system-wide changes to other crisis system components such as those described in this report. Shelters will keep people safe and help to engage them in changing their situation. However, without flow in other system components, such as PSH, these individuals will find it difficult to exit a shelter to a permanent housing situation.

TAC's emergency shelter recommendations are consistent with the navigation center model, and include specific recommendations in three areas: shelter location, physical structure, and operations.

### **Shelter Location Considerations**

In identifying a location for the new shelter, the county will want to consider costs and proximity to services and amenities. TAC recommends that the county identify a county- or city-owned vacant lot that is available for a new structure, or county- or city-owned underutilized property that can be repurposed and rehabilitated for the shelter. Using county- or city-owned land or property will be cost-effective. In addition, using public property may help to mitigate or "ride out" any community opposition that develops. The majority of existing navigation centers are located on government-owned land or land temporarily available before an affordable housing project is developed on the site.

The second consideration in land/property is location. TAC recommends that the shelter be centrally located. It should be easily reached by people who are homeless and near amenities that may be needed such as public bus lines, day shelters, and health care services.

**Convenient:** A navigation center model is most successful when located in “walkable” areas or near public transportation. It is imperative that people can access a bus line and that the shelter offer bus vouchers/passes for clients. A less centrally located shelter will be more difficult for clients to access. In addition, a location with no access to public transportation may place a greater strain on staff and operations, as case managers would need to spend more time coordinating transportation arrangements for client appointments and to connect clients to resources that are not based at the center.

**Accessible:** The shelter should be opened 24/7, allowing people to come and go throughout the day. This is necessary for people to be able to access on-site services, as well as services in other parts of Lane County without worrying about a safe place to stay that night. This is especially important for clients employed to work the 3rd/night shift.

**Neighborhood Politics:** Neighborhood “buy-in” is important in making the new shelter a success. Once a site is identified, outreach, education, and marketing to the local residential and business community should be done immediately. Through Lane County and its partners, the community process should include buy-in that results in the entire neighborhood committed to the shelter and its occupants’ ultimate success.

### ***Shelter Structure Considerations***

The physical structure and model of the shelter will impact costs and must be taken into account.

**Shelter structure lay-out/design:** In order to serve 75 people in new shelter beds, models of the actual structure or buildings may vary. As discussed earlier, TAC is recommending 75 beds initially, but as Lane County and its partners work to decrease the number of vulnerable people living on the streets and in need of beds at the new emergency shelter, the number of beds will be able to be reduced. Therefore, TAC recommends the new shelter design anticipate at least partial repurposing of the property. Other navigation centers use a “temporary” structure that will be repurposed to permanent housing in the future. There are several common design options. TAC recommends that Lane County consider which of these options is the best fit once the land or property is secured. Navigation centers in other communities include unused office buildings, former school buildings, SROs, and modular trailers.

Regardless of the option selected, TAC recommends the following elements. Dormitory style living is more cost effective and secure than individual rooms for each person/couple. The dormitory structure can be one large space with partitioned sections/areas. The structure should be mixed gender and include the option for a couple (regardless of gender) to sleep in beds next to each other, allow pets in the space with their owner, and provide a safe location to securely store people’s possessions. Best practices within the navigation model include communal

spaces for comfort and opportunities for clients to interact, both indoors and outdoors. The space should also include showers, bathrooms (either single use or two separated facilities so clients feel comfortable and safe using the facility of their choice), a kitchen and dining area, staff offices/space, secure space for intake procedures, as well as private/confidential meeting spaces with clients.

**Accessibility in Structure:** The facility should be designed and operated as a low-barrier shelter, which accommodates those who:

- Have substance use disorders and/or mental health issues
- Require harm reduction supplies, including condoms, clean needles, access to a safe disposal such as sharps containers, etc.
- Require access to primary health care
- Require physical accessibility

In addition to the above accommodations, the shelter design should also consider the following accessible features for people with disabilities:

- Exterior and interior common areas intended for shelter users (including landscaped open space, outdoor recreation areas, walkways and program spaces) should be universally accessible
- Stairs and ramps must be easily usable by people with reduced mobility and impaired vision
- Rough-in wiring in the building entry/lobby for future automatic door opener
- Accessible washrooms should have resilient, non-slip floors, and knee clearance under the sink
- Roll-in showers should be provided for wheelchair-accessible showering
- Doors, faucets, and showerheads should have lever handles rather than knobs
- Light switches, thermostats, other controls, and storage should be mounted at a height accessible for a person in a wheelchair
- Outdoor seating area/common space is durable, low maintenance, and universally designed

**Cost of structure:** As mentioned previously, there are several considerations when analyzing costs of the structure. Typically, these costs are one-time costs associated with the construction of a new building or acquisition (e.g., purchase of land or modular trailers) or rehabilitation of an existing structure. In addition to traditional building costs, one-time costs may also include kitchen appliances, furniture for clients, furniture and equipment for staff offices, etc. Nationally, the one-time costs incurred by navigation centers with 50-75 beds range from \$712,000 to \$2.4 million, with an average cost of \$1.6 million. Many of the navigation centers are in large, high cost cities, and therefore the cost in Lane County may be below the national average.<sup>17</sup>

<sup>17</sup> See [Appendix D: Research on National Emerging and Promising Practices in Emergency Shelter](#).

### ***Shelter Operations Considerations***

Shelter operational policies and practices, the design and cost of staffing, shelter hours, populations served, services being provided, and tracking data for performance and evaluation must all be carefully considered in order to ensure the navigation center is effective. Consistent with other navigation center models, TAC recommends that Lane County issue a request for proposals to outsource the shelter operations to either a single local non-profit partner agency, or a partnership of non-profits with a single agency as a distinctive lead.

**Shelter principles and practices:** Based on emerging best practices for emergency shelters, TAC recommends that the shelter be low-barrier and low-threshold to entry and throughout shelter stays. This theory encompasses the following three “P’s”: pets, partners, and possessions. Clients arriving with pets should be able to enter and stay at the shelter with their pets. The pets should be permitted to stay in the dormitories with their owners, and should also have outdoor space; case managers shall help connect owners with pet services (e.g., veterinary services, support animal certificates, etc.). Partners are allowed to enter together as clients. Since TAC is recommending that the dormitories are mixed gender, clients may request beds next to a partner of any gender. When a couple presents, the practice should be to provide case management individually to each person, not as a couple. However, if both partners consent, housing plans can be coordinated. The third “P” stands for possessions. The shelter should have lockers/cubbies with locks in each dormitory for small possessions, and also have a storage area on-site for larger possessions. In addition, consistent with best practice low-barrier principles, the shelter should not have any preconditions to entry such as sobriety, required participation in mental health treatment, or requirements for service participation. As a safety and legal issue, most navigation centers do not allow substance use on-site.

**Shelter Hours:** Immediate and easy access to the shelter is another key principle of shelter operations. The shelter should be accessible 24/7, allowing clients to come and go freely throughout the day. Policies and expectations should include that clients do not “lose” a bed unless they do not check in with the center for 72 hours and cannot be located by the case manager. TAC does not recommend an arbitrary length of stay, as past navigation centers have found this is not an effective practice. The length of stay should be flexible, with clear expectations that the shelter is a temporary resource that connects people to permanent housing. The shelter should never discharge people into a continued homeless situation, except where the continued presence of a guest threatens the safety of other guests or staff.

**Population to be served:** TAC recommends that the shelter have a clear definition of the target population to be served in the shelter, (e.g., people who are unsheltered – living on the streets or in places not meant for human habitation including tents, encampments, and under bridges) – who have barriers to using

traditional shelters, and have the greatest length of time homeless and are extremely vulnerable. TAC recommends that the shelter adopt a guiding principle that names the target population. For example, “Lane County’s emergency shelter’s goals are to assist people who are unsheltered in obtaining permanent housing as rapidly as possible, and to increase the capacity of providers to provide tailored services utilizing an intensive service model based on flexible, housing first practices.”

Shelter admittance should be only by referral. Referrals should be made by an outreach team (as discussed earlier as a system-wide recommendation) that includes outreach workers (their service partners) and first responders/police officers. Lane County should develop referral policies and procedures including clearly identifying referral access points, referral agencies, and referral eligibility requirements. Lane County and its partners should create a By-Name list of the high-needs, longest stayers on the streets for referrals to the new shelter beds. Once a person is referred to the shelter and has accepted a bed, a coordinated entry assessment can be administered at the shelter, and the person will be added to the central waitlist. While this model supports active outreach for clients to be referred to the shelter, there should also be staff at the shelter with diversion skills who can work with people who show up at the shelter without an outreach team referral.

**Pilot program for Veterans:** TAC recommends that Lane County carve out beds within the 75 new shelter beds as a pilot for Veterans who meet the eligibility criteria for the shelter. The pilot should set aside five beds for Veteran referrals. Case managers will work to quickly connect the Veterans to available and underutilized VASH vouchers through the housing authority. An evaluation of the pilot could include a comparison of the length of shelter stay for pilot participants and other guests. TAC expects the length of stay will be shorter for those who have access to readily available permanent housing resources. This may help inform future planning for housing resources in Lane County.

**Services to be provided and resources available:** Providing access to both services and housing resources will be key to the shelter’s success. Staff at the shelter must be able to provide intense housing-focused services. Case management is organized to quickly route clients into housing or to other long-term placements. The practice should be to provide intensive housing search assistance to each guest residing at the shelter, including but not limited to: assistance in applying for affordable housing lists; assistance with enrollment in any rapid re-housing or

permanent supportive housing opportunities to which guests may be matched through the coordinated entry system; advocacy on behalf of clients; identification of roommates for shared housing opportunities; and exploring relocation to other communities and/or reunification with family in accordance with client choice. Additional resources at the shelter should include access to showers, laundry, food and meals, secure and accessible storage,

connections to other mainstream benefits including health care/ Medicaid, employment and training opportunities, and applications to entitlement benefits for which the clients are eligible. In many navigation centers, kitchens are available 24/7, and meals are made available through partnerships with local food pantries as well as the Meals on Wheels program.

In addition to housing-focused intensive case management, the likelihood of positive outcomes, (i.e., people exiting to permanent housing), is greater when there are affordable housing resources available. Earlier in this report, TAC recommended making rapid re-housing resources available to help people exit the shelter to permanent housing, both as a flexible fund and for short- and medium-term rental assistance. Lane County should be realistic about how ‘rapidly’ people can leave the shelter. Based on initial evaluations from current navigation centers, the process to house people (with PH/PSH resources) takes an average of two months, and even longer if there are no back-end PSH resource for each bed at the center and for clients with more significant individual or systemic barriers. The average length of stay in a navigation center is 48 days, and clients being serviced by “diversion/rapid exit” should have an average length of stay of two days.

TAC suggests Lane County incorporate an additional \$500,000 in rapid re-housing/flexible housing funds per year, for two years, to be phased in as a resource to assist clients in the shelter with housing resources. After the initial two years, if the \$500,000 resource is still available, it is suggested that the funds become a part of the CE system as a whole.

**Staffing Structure:** TAC also recommends a staffing structure based on other navigation models’ best practices and lessons learned. As mentioned above, TAC recommends that Lane County RFP the oversight of the center to a non-profit agency to run day-to-day operations, including the on-site staffing. In order to provide the intensive case management, the case manager caseload should be roughly 20:1, client to case manager ratio. There should also be at least three case managers on-site at all times.

Case management staff will work to connect clients to housing options and assist clients in overcoming housing barriers. This includes collection of government-issued documents (e.g., identification, birth certificates), working to resolve more complicated housing barriers (e.g., cleaning up warrants, accessing resources for utility arrears), as well as connecting clients to outside health care services (e.g., general health care, mental health and/or substance abuse services). In addition to case managers being on-site, TAC also recommends that mainstream benefit eligibility workers are invited on-site to help clients apply for Medicaid and health care benefits. A licensed medical professional should also be on-site – during established times/days of the week – to provide basic health care services (e.g., wound care, medication management). The following full time equivalent (FTE) positions would “right size” staffing needs for a 75 bed shelter in Lane County:

**TABLE 7: SHELTER STAFF**

1 FTE	Project Manager	On-site to oversee shelter operations and staff
12 FTE	Case Managers	On-site case managers and service coordinators
.5 FTE	Licensed Mental Health case manager	On-site mental health services provided
.5 FTE	Licensed Substance Abuse case manager	On-site substance abuse services provided
2 FTE	On-call case managers	On-call case managers and service coordinator
3 FTE	Janitorial staff	On-site janitorial duties
1 FTE	Facilities supervision	Oversees maintenance and janitorial staff
1 FTE	Maintenance staff	Performs day-to-day maintenance at the shelter

Based on average case manager and employment rates in Lane County, when fully operational the shelter staffing costs would be between \$650,000 - \$790,000 annually.

**Evaluation and performance measurements:** As with any new initiative, the continued success of the shelter will be based on performance outcomes and evaluation. TAC recommends that Lane County establish initial and continued robust data collection procedures of center clients, services, and outcomes. Performance outcomes should be established and made clear to all partners. Performance measurements should include length of stay, number of exits to permanent housing, and number of returns to homelessness. Lane County should also continuously evaluate the number and characteristics of those served and compare it to PIT data to ensure the shelter is serving the most high-need unsheltered populations. Data on length of stay (LOS) should also be reviewed closely. LOS evaluations should be reviewed to determine if specific resources or services offered impact the LOS (e.g., LOS is shorter for people who received a PSH resource upon entering the shelter). The LOS evaluation can help Lane County understand the factors that contribute to longer client shelter stays, and also help the shelter identify and address any barriers to housing or understand what populations are best served by the shelter’s model. Data on race and ethnicity should also be collected and evaluated, in order to ensure equal access to this critical resource.



# CONCLUSION

## IMPLEMENTATION OF RECOMMENDATIONS

With collaboration and effective coordination, Lane County and the City of Eugene, along with other stakeholders across the county, are well-positioned to drive system changes that will impact the unsheltered homeless crisis, as well as make significant strides to ending homelessness throughout Lane County.

Whether decreases in unsheltered homelessness will be realized in a meaningful way depends largely on the ability to implement TAC's recommendations in a timely and thorough way. Upon review of this report, TAC strongly encourages Lane County to create an implementation plan to carry out the recommendations outlined here. While a new low-barrier shelter may take up to a year or two to design and develop, the other recommendations can begin to be implemented fairly quickly once resources are identified.

A new low-barrier shelter alone will not decrease the overall literal homeless numbers, but once created, it will offer a safe and secure place for many of Lane County's most vulnerable people experiencing homelessness. To have a truly evident impact on the overall homelessness crisis requires broad and sweeping changes throughout the homeless system. TAC's system modeling puts forward a three-year timeframe to implement our recommendations in order to have the demonstrable impact desired. However, the county and its partners will need to determine which recommendations are most viable and able to be implemented and at what point in that period or another timeframe. TAC believes that all of the recommendations must be implemented as a 'package deal' and considers any determination on the order of implementation best made at the local level.

To assist the county and partners in developing an implementation plan, TAC has created both a cost analysis (Appendix E) and a list of potential funding sources for each recommendation (Appendix F). Once implementation begins, it is critical that system performance evaluation occur to ensure the intended impact of recommendations takes place and determine whether additional changes are needed to address homelessness in Lane County.

# APPENDIX

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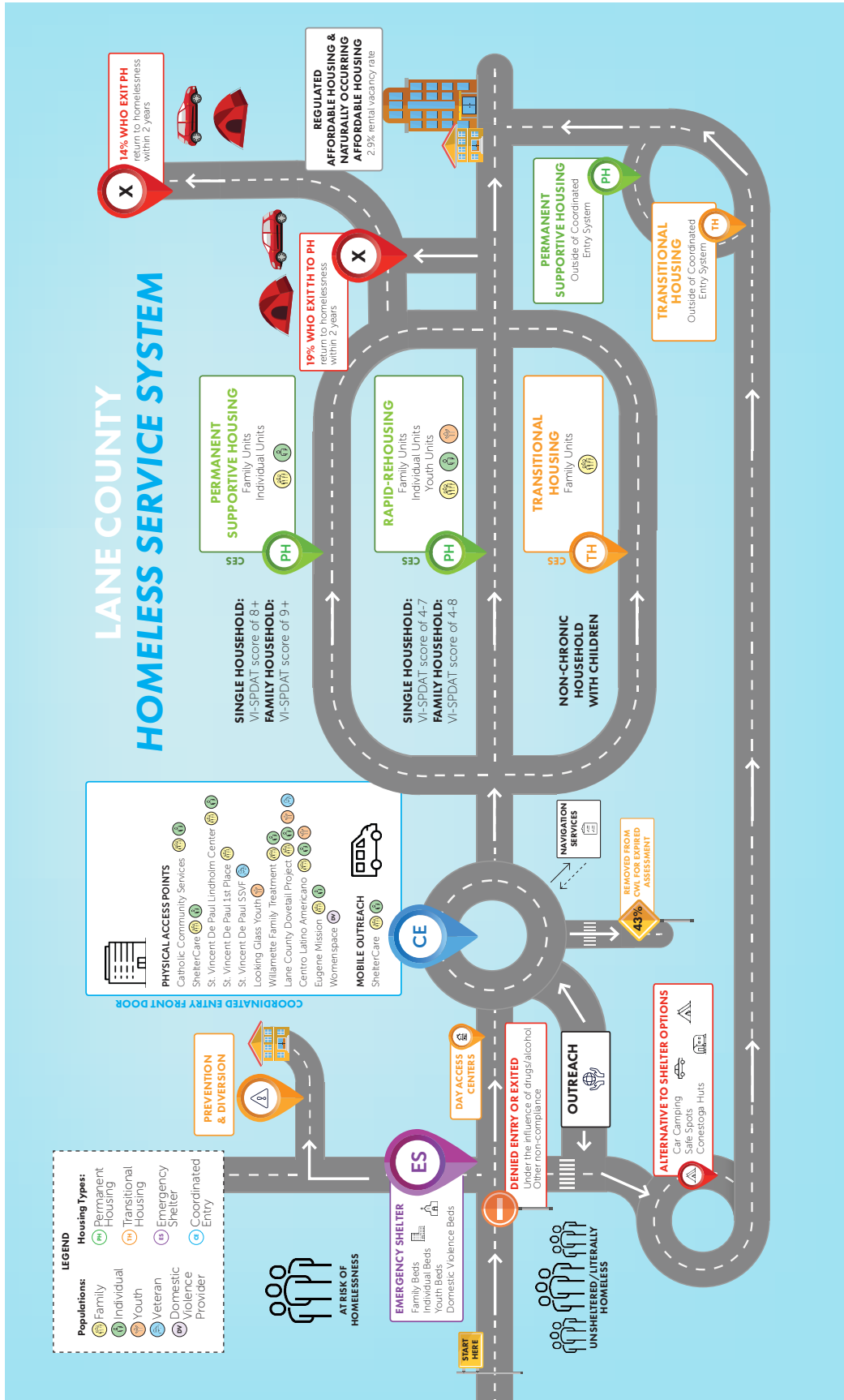
**APPENDIX G: DEFINITION OF KEY TERMS (34)**

## APPENDIX A: LIST OF STAKEHOLDER INTERVIEWS

TAC has interviewed staff from the following homeless provider agencies and programs:

- St. Vincent de Paul Society of Lane County
  - » Service Center Staff
  - » SSVF staff
  - » Family Shelter Staff
  - » Executive Director
- Eugene Mission
  - » Executive Director
  - » Shelter Staff
- Homes for Good
- Nightingale Health Sanctuary
- ShelterCare
- Catholic Community Services of Lane County
- PHB subcommittee LEAGUE member meeting
- Focus group discussions
  - » Poverty and Homelessness Board
  - » Community advocates
- Eugene Police Department
- City of Eugene Parks and Recreation staff
- Looking Glass
- White Bird/CAHOOTS
- Community Court
- CORT
- Lane County Staff for;
  - » Coordinated Entry
  - » FUSE
  - » Community Service Worker

APPENDIX B: SYSTEM MAP



## APPENDIX C: SYSTEM MODELING

TAC created a scenario planning tool to model changes to different aspects of Lane County's homeless response system and the impact this would have on the number of single adults experiencing homelessness. This system modeling took into account factors such as the number of single adults experiencing homelessness, the amount of resources available within each system component, and the utilization and turnover rate for each of the system components. TAC used the system modeling to refine and "right-size" our recommendations. The tables below outline the current system and three different scenarios created from the system modeling. Data in green indicates a change from the current system.

Table 1 shows the current system resource capacity dedicated to single adults and the corresponding utilization rate and turnover rate. Table 2 shows the number of single adults in Emergency Shelter (ES), Transitional Housing (TH), and those living in unsheltered locations. It also presents the monthly number of newly homeless single adults who enter the system for the first time.

**TABLE 1: CURRENT SYSTEM CAPACITY<sup>1</sup>**

	<i><b>ES</b></i>	<i><b>TH</b></i>	<i><b>RRH</b></i>	<i><b>PSH</b></i>
Individual Beds/Units	364	47	50	407
Utilization Rate	85%	92%	73%	87%
Turnover Rate	9%	10%	11%	2%

**TABLE 2: CURRENT DAILY STAYERS AND THOSE ENTERING HOMELESSNESS<sup>2</sup>**

	<i><b># of Individuals</b></i>
Emergency Shelter	325
Transitional Housing	31
Unsheltered	1009
Total Literally Homeless	1365
Monthly Newly Homeless into System	130

### SCENARIO 1: MAKE NO CHANGES TO SYSTEM CAPACITY

	<i><b>ES</b></i>	<i><b>TH</b></i>	<i><b>RRH</b></i>	<i><b>PSH</b></i>
Individual Beds/Units	364	47	50	407
Utilization Rate	85%	92%	73%	87%
Turnover Rate	9%	10%	11%	2%

### SCENARIO 1: IMPACT ON SYSTEM

	<i><b>Current System</b></i>	<i><b>System at 12 months</b></i>
Unsheltered	1009	1092
Total Literally Homeless	1365	1503
Estimated Unmet PH Housing Need	1393	1393

As shown above, if no changes occur to the system, unsheltered homelessness and overall homelessness among single adults will continue to rise due to new people continuing to enter the system and no improvements to system flow to exit people into housing.

<sup>1</sup> Data on bed/units from 2018 Housing Inventory Chart. Utilization rate and turnover rate provided by Lane County custom report.

<sup>2</sup> Based on 2018 PIT and analysis of HMIS data.



**SCENARIO 2: ADD 75 LOW-BARRIER EMERGENCY SHELTER BEDS**

	<b>ES</b>	<b>TH</b>	<b>RRH</b>	<b>PSH</b>
Individual Beds/Units	439	47	50	407
Utilization Rate	85%	92%	73%	87%
Turnover Rate	9%	10%	11%	2%

**SCENARIO 2: IMPACT ON SYSTEM**

	<b>Current System</b>	<b>System at 12 months</b>
Unsheltered	1009	977
Total Literally Homeless	1365	1426
Estimated Unmet PH Housing Need	1393	1393

In Scenario 2 above, with the addition of 75 low-barrier ES beds, there is still an increase in overall homelessness among single adults but the number of unsheltered homeless decreases. The reasons for the continued overall increase are the same as in Scenario 1: newly homeless single adults continuing to enter the system and there are no changes to system flow.

Scenario 3 incorporates the additional low-barrier ES beds as well as number of system-wide changes using strategies recommended by TAC and implemented within a 3-year timeframe. The system-wide changes include:

- Increase Utilization Across Interventions
- Increase Turn Over Across Interventions
- Increase Diversion
- Addition of 350 Units of PSH

**SCENARIO 3: ADD 75 LOW-BARRIER ES BEDS & SYSTEM-WIDE RECOMMENDATIONS**

	<b>ES</b>	<b>TH</b>	<b>RRH</b>	<b>PSH</b>
Individual Beds/Units	439	47	50	757
Utilization Rate	90%	95%	85%	95%
Turnover Rate	20%	20%	15%	5%

**SCENARIO 3: IMPACT ON SYSTEM**

	<b>Current System</b>	<b>System at 12 months</b>
Unsheltered	1009	0
Total Literally Homeless	1365	467
Estimated Unmet PH Housing Need	1393	283

With the addition of the 75 low-barrier ES beds, 350 PSH units, diversion strategies, and increased utilization and turnover through various recommendations, there is potential for a significant impact on unsheltered homelessness and a major decrease in overall homelessness among single adults. The system modeling in scenario 3 is centered on Lane County implementing all of TAC's recommendations including those related to outreach, diversion, emergency shelter, rapid-rehousing, permanent supportive housing, coordinated entry, navigation, landlord engagement, and tenancy supports.

## APPENDIX D: RESEARCH ON NATIONAL EMERGING AND PROMISING PRACTICES IN EMERGENCY SHELTER

The recommended emergency shelter model components are based on the work TAC completed to date with Lane County; analysis of data and stakeholder interviews, creation of a map of the system, analysis of currently funded programs' utilization and performance as well as their demand, availability, and need. In addition, TAC researched emerging trends and promising practices with experts in the field, National Alliance to End Homelessness (NAEH), as well as communities who have very recently designed, implemented, and conducted early evaluations on new emergency shelter models. Examples of this include emergency shelter design and components, as well as some early recommendations, based on four communities: San Francisco Navigation Center- Mission Navigation Center, Seattle Navigation Center, Los Angeles- A Bridge Home, Berkeley Navigation Center- STAIR. Details of the recommendations provided for these communities are outlined below.

### San Francisco, CA

In March 2015, the San Francisco Navigation Center launched a pilot program to respond to homeless encampments, long-term and extremely vulnerable people living on the streets who are not able or willing to access traditional shelters. The Navigation Center was a partnership among the Mayor's Office of Housing Opportunity; Partnerships; and Engagement; the Human Services Agency; and the Department of Public Health; Episcopal Community Services (lead service provider); and a non-profit partner. There are currently five Navigation Centers in San Francisco, the Mission Navigation Center is the model highlighted in this paragraph. The navigation center is designed to shelter and rapidly house a difficult-to-serve population; through a referral process and intense case management, it is able to connect them to stable income, public benefits, and permanent housing. The Center serves 75 people a given time, and includes meals, a common courtyard, storage for belongings, showers, laundry, and dormitory accommodations for couples, pets, and possessions, on a 24-hour basis. After eight months of Navigation Center operations, the Controller's Office conducted several evaluations and created the following recommendations to improve the Navigation Center going forward:

- Create clear policies and procedures for referral decisions; all stakeholders should be clear and agree on criteria to determine which clients are referred
- Establish performance measurements related to housing outcomes and appropriate service populations; the city must establish performance metrics, set targets, and then regularly assess whether the model meets those targets
- Improve benefits retention; analysis needs to be completed to understand why some clients lost benefit connections
- Spread lessons learned from the Navigation Center throughout the shelter system; city leaders and service providers explore policy changes that will help make traditional shelters similarly welcoming for clients, and foster a sense of working together toward tangible goals
- Expand Homeward Bound data collection; the human service agency should institute broader data collection practices related to the housing resources, including tracking successful versus unsuccessful referrals for all program participants

### Los Angeles, CA

In September 2018, the City of Los Angeles opened its first- of a total of 12 sites to serve 1,500 people- new emergency shelters through the initiative "A Bridge Home." The title reflects how the shelters will operate as an emergency bridge to permanent housing for people who are living unsheltered on the streets in encampments, and are extremely vulnerable. The first site, El Pueblo, serves 45 people, 30 men and 15 women, at any given point in time. The structure consists of several subdivision trailers built into living facilitates, stitched together with an outdoor deck which provides communal space. The shelter is open/accessible 24 hours a day, 7 days a week, is open to partners and pets, and will store possessions people arrive with. Clients also have access to showers, medical care, and intensive services to provide connections to first permanent housing, as well as mainstream benefit, health care, and pet services. As this site implements the navigation center model, as well as opens additional sites, evaluations will be conducted to measure outcomes and make recommendations.

### Seattle, WA

In 2017, the Seattle Navigation Center opened. The City of Seattle Human Services Department made available \$1.67 million, open to non-profits or federally recognized Indian tribes eligible to apply. The local non-profit, DESC, is the lead agency for the Navigation Center. The Navigation Center is a low-barrier, service-enriched shelter targeting high-needs homeless adults with high vulnerabilities living unsheltered in encampments. On-site services include hygiene facilities, 24/7 staffing, and intensive case management that includes development of pathways to permanent housing, income, health care, and stability. People are welcomed as singles, pairs, or groups; with pets; and with access to secure storage for their belongings. The dormitory-style facility has no curfew and provides shower, bathroom, and laundry facilities, as well as comprehensive case management, behavioral health services, meal services through a partnership with OSL, and connections to benefit programs and housing. The Navigation Center can accommodate up to 85 guests at a time.

In March 2018, the University of Washington released the results of an extensive study of the Seattle Navigation Center; below are the recommendations most relevant to Lane County:

- Both outreach and on-site staff should be clear and transparent with communication about the Center's purpose, policies, and procedures—especially regarding length of stay—to avoid misunderstandings and to ensure potential guests can make an informed decision about whether the Center will be a good fit
- Length of stay should be flexible and renewable based on individual guests' needs and the availability of permanent housing or other appropriate accommodations (e.g., long-term residential treatment)
- The Center offers the option of separate-gender or coed sleeping spaces and accommodates room change requests, as needed. These options should be continued to ensure guest comfort and safety
- More staff on swing, night, and weekend shifts are needed. We further recommend all-staff trainings (ideally ongoing) in cultural humility, de-escalation, harm-reduction approaches, trauma-informed care, and motivational interviewing
- All-stakeholder meetings should be regularly convened on a monthly basis to clarify priorities, roles and procedures and create clear communication channels. Front-line staff and guest perspectives should be taken into consideration in planning, instituting, and enforcing changes in higher-level policies and procedures

### Berkeley, CA

In June 2018, the City of Berkeley partnered with several organizations to open the STAIR Center (a loose acronym for Stability, Navigation, and Respite). STAIR offers a 45-bed, 24/7, service-rich shelter housed in a series of modular trailer buildings on 2nd Street between Cedar and Virginia Streets in West Berkeley. Following national best practices for low-barrier shelters, the STAIR Center provides accommodations for pets, partners, and possessions. On-site housing navigators maintain a client ratio of 20:1. There is no curfew for program residents and no arbitrary maximum length-of-stay. BACS adheres to a flexible harm reduction philosophy regarding substance use. The building model consists of 45 beds, made of modular trailers, with two main dormitory areas (both trailers), an intake room, a kitchen, bath, and shower trailer (ADA compliant), staff offices, and meetings places space. Referrals are made to the Center through outreach workers and the coordinated entry system.

These recent examples on new and emerging emergency shelter design, implementation, and recommendations illustrate that the recommendations TAC has put forth in this report for Lane County are very much aligned with current leadership and stakeholder promising practices in serving unsheltered, extremely vulnerable people living on the streets, in order to ultimately permanently house people and eradicate unsheltered homelessness in Lane County.

## APPENDIX E: COST ANALYSIS FOR SYSTEM WIDE RECOMMENDATIONS & LOW BARRIER SHELTER

RECOMMENDATION #1. SYSTEM-WIDE RECOMMENDATIONS	ADDITIONAL RESOURCE NEEDED (I.E. STAFF)	ANNUAL COST (SALARY + FRINGE IF SALARY IS LISTED)	ESTIMATED ANNUAL COSTS	2019 ESTIMATED COSTS	2020* ESTIMATED COSTS	2021 ESTIMATED COSTS
A. Expand & Better Coordinate Outreach	5 FTE Outreach Workers	\$40,00 @ 5 = \$200,000	\$200,000	\$200,000	\$205,600	\$211,357
	1 FTE Outreach Coordinator/Manager	\$55,000 @ 1 = \$55,000	\$55,000	\$55,000	\$56,540	\$58,123
	Mileage, data plans, phones, office supplies	\$24,000	\$24,000	\$24,000	\$24,000	\$24,000
	Outreach flexible fund	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Total Est. Cost A			\$329,000	\$329,000	\$336,140	\$343,480
B. Expand Diversion & Rapid Exit Services	6 FTE Diversion Specialist	\$35,000 @ 6= \$210,000	\$210,000	\$105,000	\$215,880	\$221,925
	Diversion flexible fund/ financial resources	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Total Est. Cost B			\$260,000	\$105,050	\$265,880	\$271,725
C. Expand and Better Coordinate Rapid Rehousing (RRH) Resources	New RRH funds	\$500,000 of which \$350,000 dedicated to individual adults	\$500,000	\$250,000	\$500,000	\$500,000
Total Est. Cost C			\$500,000	\$250,000	\$500,000	\$500,000
D. Create Additional PSH & Increase Utilization	New resources of VASH, Mainstream Vouchers PHA plan....					
Total Est. Cost D						
E. Implement Effective Move-On Strategies	No cost recommendation		\$0	No cost recommendation		
F. Expand & Increase Utilization of Tenancy Supports	No cost recommendation		\$0	No cost recommendation		
G. Increase Effectiveness of Coordinated Entry System	3 FTE Navigators	3 @ \$40,000 = \$120,000	\$120,000	\$80,000	\$123,360	\$126,814
	2 FTE Assessors	2 @ \$35,000 = \$70,000	\$70,000	\$70,000	\$71,960	\$73,975
	1 FTE CE Administrative Analyst	1 @ \$55,000 = \$55,000	\$55,000	\$55,000	\$56,540	\$58,123
Total Est. Cost G			\$175,000	\$205,000	\$251,860	\$258,912
H. Create Centralized & Coordinated Landlord & Housing Partner Management	2 FTE Housing Partner Coordinators	2 @ \$40,000 = \$80,000	\$80,000	\$40,000	\$82,240	\$84,453
Total Est. Cost H			\$80,000	\$40,000	\$82,240	\$84,453
I. Training to Ensure Implementation of Best Practices	Cost associated with coordination and providing trainings, hiring experts in topics, travel for staff to attend trainings etc.	\$75,000	\$75,000	\$50,000	\$75,000	\$75,000
Total Est. Cost I			\$75,000	\$50,000	\$75,000	\$75,000

\*Salaries are adjusted for COLA in 2020 and 2021 @ 2.8%

RECOMMENDATION #2. ADD LOW-BARRIER SHELTER	ONE TIME COST	ANNUAL COSTS	ESTIMATED COST FOR RECOMMENDATION
Land Considerations (if county/city owned land)	\$0		\$0
Cost of Structure (Navigation centers depending on structural models range from \$712,000 to 2.4M)	\$1.6M <sup>1</sup>	\$0 after initial shelter start up	\$1.6 Million
Other Shelter Operations (excluding direct staffing costs) <sup>2</sup>			
Staffing (see chart on <a href="#">page 21</a> of report)		\$720,000	\$720,000
Housing Resources (RRH)/ Flexible Housing Resources		\$500,000	\$500,000

<sup>1</sup> Average cost of structure of current navigation centers

<sup>2</sup> Estimate operations costs cannot be developed until a decision of shelter site and physical design is determined. Examples of additional operating costs — beyond shelter staffing — may include: taxes, utilities, administrative costs, telecommunications, operating supplies, loan/debt services, depreciation.

## APPENDIX F: POTENTIAL FUNDING SOURCES

The table below contains information on potential funding sources that can be used to pay for the costs associated with the different recommendations outlined in TAC's report. Lane County, the City of Eugene, and other partners should explore each of these potential sources to determine availability and appropriateness. Each of these funding sources will have eligibility and program requirements, and may require an application. Additionally, it is more than likely that some of these sources are already being utilized in the community for other purposes not related to addressing homelessness. A description of each funding source is located at the end of the table.

<b><i>Type of Program or Activity</i></b>	<b><i>Potential Capital Funding Sources</i></b>	<b><i>Potential Operations, Staffing, or Services Funding Sources</i></b>
Emergency Shelter	<ul style="list-style-type: none"> <li>• CDBG – Public Facilities</li> <li>• ESG</li> <li>• State, county and city government</li> <li>• Private funds</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• ESG</li> <li>• EFSP</li> <li>• State or local government</li> <li>• Private</li> </ul>
Rapid Re-housing	N/A	<ul style="list-style-type: none"> <li>• CSBG</li> <li>• EFSP</li> <li>• ESG</li> <li>• HHS CFCIP</li> <li>• HOME TBRA</li> <li>• CoC</li> <li>• TANF</li> <li>• VA SSVF</li> <li>• State, county and city government</li> <li>• Private</li> </ul>
Permanent Supportive Housing	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• FHLB AHP</li> <li>• HOME</li> <li>• LIHTC</li> <li>• NHTF</li> <li>• CoC</li> <li>• State or local government</li> <li>• Private</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• HCV including HUD-VASH</li> <li>• HOME TBRA</li> <li>• HOPWA</li> <li>• CoC</li> <li>• LIHTC</li> <li>• Medicaid</li> <li>• Section 811 (PRA)</li> <li>• SAMHSA</li> <li>• State or local government</li> <li>• Private</li> </ul>
Diversion	N/A	<ul style="list-style-type: none"> <li>• ESG</li> <li>• TANF</li> <li>• State or local government</li> <li>• Private</li> </ul>
Outreach	N/A	<ul style="list-style-type: none"> <li>• ESG</li> <li>• CoC</li> <li>• RHYA</li> <li>• SSVF</li> <li>• State or local government</li> <li>• Private</li> </ul>
Coordinated Entry including Navigation	N/A	<ul style="list-style-type: none"> <li>• ESG</li> <li>• CoC</li> <li>• SSVF</li> <li>• State or local government</li> <li>• Private</li> </ul>
Landlord Engagement	N/A	<ul style="list-style-type: none"> <li>• ESG</li> <li>• CoC</li> <li>• SSVF</li> <li>• State or local government</li> <li>• Private</li> </ul>



## Description of Potential Funding Sources

- **CDBG** – [Community Development Block Grant](#) from HUD provides community development funding for facilities, housing and other improvements and services; available through entitlement jurisdictions or states.
- **CSBG** – [Community Services Block Grant](#) from HHS provides funds to alleviate the causes and conditions of poverty in communities.
- **EFSP** – [Emergency Food and Shelter Program](#) from FEMA provides limited funding for food, shelter, and rent, mortgage or utilities; distributed through local United Ways.
- **ESG** – [Emergency Solutions Grant](#) – Crisis response funding from HUD for shelter, street outreach, prevention and rapid rehousing; available through entitlement jurisdictions or states; see [ESG webpage](#) for more information about recipients and information on caps on use for shelter.
- **FHLB AHP** – [Federal Home Loan Bank Affordable Housing Program](#) provides funding for housing for very low income people; available through the regional [Federal Home Loan Banks](#).
- **HCV** (including VASH) – [Housing Choice Vouchers](#) (formerly known as Section 8 vouchers) are administered by many [Public Housing Authorities](#) and provide rental assistance to low income households.
- **HHS CFCIP** – [Chafee Foster Care Independence Program](#) from HHS provides [states](#) funds for housing for youth ages 18-21 that have left foster care.
- **HOME** (including HOME TBRA) – [Home Investment Partnerships Program](#) from HUD provides funding to build, buy or rehabilitate affordable housing or tenant based rental assistance (TBRA); available through entitlement jurisdictions or states; see HOME webpage for more information about program requirements and recipients.
- **HOPWA** – [Housing Opportunities for Persons with AIDS](#) from HUD provides for the housing needs of people living with HIV/AIDS.
- **HUD CoC** – [Continuum of Care Program](#) funding from HUD provides funding to quickly re-house homeless individuals and families; available through Continuums of Care; see [CoC webpage](#) for more information about requirements for the program and CoCs.
- **LIHTC** – [Low Income Housing Tax Credits](#) from the IRS provides funding to build, buy or rehabilitate affordable housing; available through state [Housing Finance Agencies](#).
- **Medicaid** – [health care program](#) for low income people that can, in some situations, provide funding for eligible services for eligible people in PSH; available through [state agencies](#); information about how Medicaid support PSH can be found at this [link](#).
- **NHTF** – [National Housing Trust Fund](#) is an affordable housing program from HUD that will buy, build or rehabilitate housing for extremely low income people; the funds will be distributed by a [state agency](#) or its designee; NHTF spending plans are currently being developed by the States.
- **Private** (including grants or loans) – includes foundation, corporations, banks and private individuals; information about some local philanthropic resources can be found at this [link](#).
- **RHYA** – [Runaway and Homeless Youth Act](#) programs from HHS includes a Street Outreach Program (SOP) providing grants for street-based outreach or drop-in centers.
- **SAMHSA** – [Substance Abuse and Mental Health Services Administration](#) of HHS provides services in supportive housing for people with a mental illness or substance abuse disorder.
- **Section 811 (PRA)** – [Section 811 Project Rental Assistance Program](#) from HUD provides rent subsidy in affordable housing for people with disabilities.
- **State or local** – each state, county or city may dedicate local resources to housing or services program for low income people including people experiencing homelessness.
- **TANF** – [Temporary Assistance for Needy Families](#) from HHS can provide emergency or short-term assistance; a description of how TANF can be used for people experiencing homelessness can be found at this [link](#).
- **VA SSVF** – [Supportive Services for Veteran Families](#) programs from the VA provides supportive services and limited financial assistance to prevent homelessness and rapidly rehouse Veteran households experiencing homelessness.

## APPENDIX G: DEFINITION OF KEY TERMS

**Chronically Homeless Individual:** refers to an individual with a disability who has been continuously homeless for one year or more or has experienced at least four episodes of homelessness in the last three years where the combined length of time homeless in those occasions is at least 12 months

**Coordinated Entry System (CES):** a system that works by establishing a common process to understand the situation of all individuals and families who request assistance through the homeless system. The core elements include: established access point(s), the use of a standardized assessment process to gather information on program participants' preferences, and the barriers that households face to regaining housing. Once the assessment has identified the most vulnerable people with the highest needs, the CoC's standards are used to prioritize households for referral to appropriate and available housing resources

**Continuums of Care (CoC):** the collaboration of local stakeholders representative of relevant organizations that coordinate homeless services across a specific geography. The CoC must establish a Board to act on its behalf, and may appoint additional committees to fulfill its responsibilities, all of which must be documented in a governance charter.

**Continuum of Care Program (CoC Program):** a HUD funded program designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.

**Diversion/Rapid Exit:** a strategy that prevents homelessness for people seeking shelter by helping them identify immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent housing. Diversion services can reduce the number of households becoming homeless, the demand for shelter beds, and the size of program wait lists. Diversion services can also help communities achieve better outcomes and be more competitive when applying for federal funding. Diversion services are offered immediately prior to, or immediately after, a household becomes literally homeless.

**Emergency Shelter:** is a facility with the primary purpose of providing temporary shelter for homeless people

**Emergency Solutions Grant (ESG):** a HUD funded program to assist individuals and families quickly regain stability in permanent housing after experiencing a housing crisis or homelessness. ESG provides grants by formula to states, metropolitan cities, urban counties and U.S. territories to support homelessness prevention, emergency shelter and related services.

**Fair Market Rent (FMR):** are published in the Federal Register annually by HUD at the beginning of each federal fiscal year (10/1). HUD establishes FMRs to determine payment standards or rent ceilings for HUD-funded programs that provide housing assistance. FMRs are available here: <https://www.huduser.gov/portal/datasets/fmr.html>

**Harm Reduction:** an approach or strategy aimed at reducing the risks and harmful effects associated with substance use and addictive behaviors for the individual, the community, and society as a whole. In the context of Housing First programs, harm reduction provides relief from sobriety requirements while also attending to personal goals and strength-based service design.

**Homeless Individual/household:** describes a person or group of people who identify as a family, who lacks a fixed, regular, and adequate nighttime residence; or a person fleeing domestic violence and has no other resources or housing options available and without these homeless crisis resources would be homeless as defined above.

**Homeless Management Information System (HMIS):** a computerized data collection application designed to capture client-level information over time on the characteristics and service needs of men, women, and children experiencing homelessness, while also protecting client confidentiality. It is designed to aggregate client-level data to generate an unduplicated count of clients served within a community's system of homeless services. An HMIS may also cover a state or regional area, and include several CoCs.

**Housing First (HF):** a model of housing assistance that prioritizes rapid placement and stabilization in permanent housing that does not have service participation requirements or preconditions (such as sobriety or a minimum income threshold). Transitional housing and supportive services only projects can be considered to be using a Housing First model if they operate with low-barriers, work to quickly move people into permanent housing, do not require participation in supportive services, and, for transitional housing projects, do not require any preconditions for moving into the transitional housing (such as sobriety or minimum income threshold). Recovery housing can be an important part of a Housing First system so long as people choose that type of sober environment as part of their personal goals/preferences and where recovery-oriented housing is not the only option for people seeking to obtain permanent housing.

**Housing Inventory Count (HIC):** is produced by each CoC and provides an annual inventory of beds that assist people in the CoC who are experiencing homelessness or leaving homelessness, usually conducted the last week of January

**Outreach:** involves moving outside the walls of the agency to engage people experiencing homelessness who may be disconnected and alienated not only from mainstream services and supports, but from the services targeting homeless persons as well. This is incredibly important work designed to help establish supportive relationships, give people advice and support, and provide access the services and supports that will help them move off the streets to permanent housing. Outreach is important in order to access hard-to-reach individuals, and should be connected to an overt and concerted effort to end homelessness.

**Permanent Housing:** community-based housing without a designated length of stay, and includes both permanent supportive housing and rapid re-housing. To qualify as CoC Program permanent housing, the program participant must be the tenant on a lease for an initial term of at least one year, which is renewable for terms that are a minimum of one month long, and is terminable only for cause. Other permanent housing programs, such as SSVF and state/local funding sources, only require the minimum lease requirements for based on the state or local regulations.

**Permanent Supportive Housing (PSH):** is a housing model designed to provide housing assistance (project- and tenant-based) and supportive services on a long-term basis to formerly homeless people. HUD's Continuum of Care program, authorized by the McKinney-Vento Act, funds PSH and requires that the client have a disability for eligibility.

**Permitted Village/Encampment:** offer outdoor, temporary accommodations for people who are living unsheltered in conditions that threaten their health and safety. Villages offer tiny house-like living structures, community kitchens, hygiene services and case management to clients that have lived outside for extended periods of time or for whom traditional shelter may not be a good fit. A person successfully exits a village when they leave the village to move to permanent housing.

**Point-in-Time Counts (PIT):** are unduplicated 1-night estimates of both sheltered and unsheltered homeless populations. The 1-night counts are conducted by CoCs nationwide and occur during the last week in January of each year

**Homelessness Prevention (HP) Services:** services used to assist people who are currently housed but face an imminent risk of becoming literally homeless. Homelessness Prevention programs help people remain in their homes, with the use of one-time financial assistance and/or time-limited case management. A person or household successfully exits a prevention program when they remain in their current housing or another permanent housing situation, without becoming homeless during the interim.

**Rapid Rehousing:** an intervention, informed by a progressive assistance, Housing First approach that is a critical part of a community's effective homeless crisis response system. Rapid re-housing rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services. Rapid rehousing programs help families and individuals living on the streets or in emergency shelters solve the practical and immediate challenges to obtaining permanent housing while reducing the amount of time they experience homelessness, avoiding a near-term return to homelessness, and linking to community resources that enable them to achieve housing stability in the long-term.

**Sheltered Homelessness:** refers to people who are staying in emergency shelters, transitional housing programs, or safe havens. Supportive Services for Veteran Families: Veterans Affairs (VA) funded program that provides both rapid re-housing and homelessness prevention, depending on a household's current housing situation and need. SSVF's program regulations prioritize RRH interventions. It is expected that SSVF grantees (501C(3) non-profits) and community partners prioritize resources to meet the needs of all eligible, literally homeless Veteran households, while only offering HP services to the most vulnerable Veteran households. As part of the community plan for ending Veteran homelessness, this may require that HP services be offered only when an SSVF grantee or community is able to meet the needs of all eligible literally homeless Veterans.

**Transitional Housing:** housing where all program participants have signed a lease or occupancy agreement, the purpose of which is to facilitate the movement of homeless individuals and families into permanent housing within 24 months.

**Unsheltered Homelessness:** refers to people whose primary nighttime location is a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for people (for example, the streets, vehicles, or parks)

**Victim Service Provider Agency:** a private nonprofit organization whose primary mission is to provide services to victims of domestic violence, dating violence, sexual assault, or stalking. This includes rape crisis centers, battered women's shelters, domestic violence transitional and permanent housing programs, and other programs of this nature.

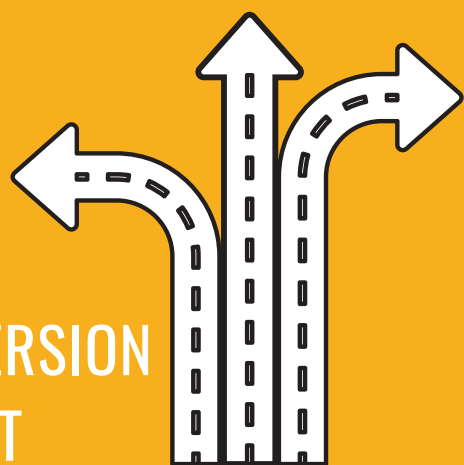
# HOMELESS SERVICE SYSTEM RECOMMENDATIONS

1



EXPAND AND COORDINATE  
STREET OUTREACH

2



EXPAND DIVERSION  
& RAPID EXIT  
STRATEGIES

3



EXPAND AND COORDINATE  
RAPID REHOUSING

4



350 UNITS PERMANENT  
SUPPORTIVE HOUSING

5



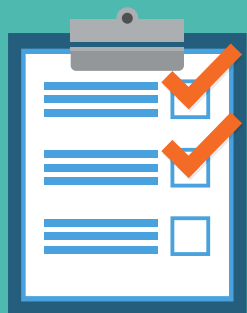
MOVE-ON STRATEGIES

6



TENANCY SUPPORTS

7



COORDINATED ENTRY  
CHANGES

8



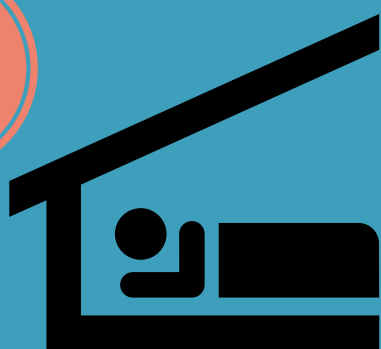
LANDLORD  
PARTNERSHIPS

9



BEST PRACTICE TRAINING

10



75 BED  
EMERGENCY SHELTER



[LaneCounty.org/ShelterStudy](http://LaneCounty.org/ShelterStudy)

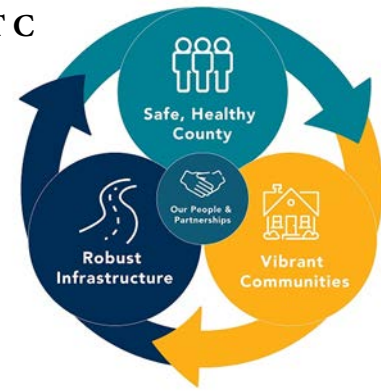
January 22, 2019, Joint Work Session - Item 1



# Lane County

## Strategic Investments in Homeless Services

### FY 2018-2019



Lane County makes strategic investments in housing and homelessness prevention resources to achieve our Strategic Plan goal of a Safe, Healthy County. Human Services Commission (HSC) funding pool investments in housing and human services total over \$14.7 million dollars in FY2018-2019. The Human Services Commission is a multi-jurisdictional funding pool that includes Lane County, the City of Eugene, and the City of Springfield.

### Strategic Priority

Protect and enhance the safety and health of Lane County residents with a focus on enhancing and managing resources, improving access to prevention programs, and collaborative initiatives

### Key Strategic Initiative

Affordable Housing & Homelessness

### Measures

Proportion of cost burdened low-income households  
Availability of supported housing units

### Continuum of Care (CoC)

Lane County is the Collaborative Applicant for the Continuum of Care (CoC) grant and program from the Department of Housing and Urban Development (HUD). Lane County annually submits a competitive grant application to HUD for upwards of \$3.5 million. CoC programs include permanent supportive housing, rapid rehousing, and transitional housing projects that serve individuals, families, and youth experiencing homelessness. In 2017, of the 53,000+ people served by agencies that track projects in ServicePoint (Lane County's Homeless Management Information System database), over 15,000 of them experienced homelessness for at least one night.

### Frequent User System Engagement (FUSE)

Lane County's Frequent User System Engagement (FUSE) is a community-oriented program that strives to break the cycle of homelessness and crisis. FUSE works with people experiencing homelessness who frequently use resources such as emergency rooms, jails, and courts, with the goal to connect people to housing and a wide variety of support services. In its pilot year, FUSE supported 10 formerly homeless individuals to become housed. This resulted in an average reduction in crisis service system costs of 50%. FUSE was recently awarded a \$400,000/year grant from the Substance Abuse and Mental Health Services Administration (SAMHSA) to enhance street outreach services for individuals experiencing homelessness and connect them with substance use and mental health services.



## **Coordinated Entry System (CES)**

Lane County's CoC operates the Coordinated Entry System (CES). Coordinated Entry is a system-wide process to help people experiencing homelessness with a "no wrong door" approach. Through Coordinated Entry, the most vulnerable people in the community are prioritized and served first. People experiencing homelessness receive the same assessment at any CE access point and are added to the Centralized Wait List (CWL), from which housing providers receive referrals to fill limited vacancies in units prioritized for those experiencing homelessness.

## **Winter Strategies**

Lane County invests over \$1 million annually in emergency and seasonal shelter programs. Winter Strategies include enhanced overnight parking program availability, Dusk to Dawn, Short-Term Family Housing, and Egan Warming Centers. Dusk to Dawn is a winter shelter for single adults experiencing homelessness that runs 7 nights a week from November through March. Egan Warming Center is an emergency shelter for individuals experiencing homelessness activated on winter nights when the temperatures are forecast to dip below freezing.

## **Poverty and Homelessness Board**

The Poverty and Homelessness Board is the advisory board to the Continuum of Care and Community Action Agency. This 22-member board includes elected officials representing local jurisdictions (urban and rural Lane County), an educational representative, law enforcement, the VA, victim's services, philanthropy, business, substance abuse and mental health service agencies, faith-based organizations, the Public Housing Agency, people with lived experience of homelessness, child welfare, and service providers. Monthly meetings occur the third Thursday of the month, with opportunity for public comment. The PHB has an aggressive Strategic Plan goal to create 600 new permanent supportive housing opportunities by 2021. For more information about the PHB and to view the full Strategic Plan, go to [www.LaneCounty.org/PHB](http://www.LaneCounty.org/PHB).

## **Human Services Commission**

The Human Services Commission is a multi-jurisdictional board and funding pool that includes representation from Lane County, the City of Eugene, and the City of Springfield. The attached table demonstrates the specific organizations, projects, and awards funded by the Human Services Commission funding pool in FY 2018-2019.

Organization	Project	Description	Award FY 18-19
<b>Availability and Access to Supportive Housing</b>			
Catholic Community Services	Housing Counseling	Assistance with securing or maintaining housing for renters and individuals experiencing homelessness	\$23,100
Homes for Good	Housing Assistance for Veterans	Rapid rehousing and homeless Prevention services for VASH program veterans that are homeless, unstably housed or at imminent risk of homelessness.	\$38,643
ShelterCare	Frequent User System Engagement (FUSE)	To reduce public system use by connecting frequent users of crisis, emergency services, and criminal justice involvement to housing and support services.	\$442,895
Homes for Good	Landlord Engagement	Build and maintain positive relationships with landlords to generate additional housing opportunities for the community's most vulnerable populations.	\$23,000
St. Vincent de Paul	Diversion Demonstration Project for Families	Safe and appropriate alternative to the lack of intermediate services for households with children presenting for shelter or at-risk of losing their housing.	\$309,360
Catholic Community Services	Elderly Rental Assistance (Eugene & North Central Lane County)	Rent assistance for low-income households with a household member that is 58 years of age or older in Eugene & North Central Lane County.	\$19,287
Catholic Community Services	Elderly Rental Assistance (Springfield & East Lane County)	Rent assistance for low-income households with a household member that is 58 years of age or older in Springfield & East Lane County.	\$23,457
Catholic Community Services	Rent Assistance (limited duration)	One time rent assistance for low-income Lane County households.	\$49,050
Catholic Community Services	Homeless Prevention (Eugene & North Central Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Eugene & North Central Lane County.	\$75,354
Catholic Community Services	Homeless Prevention (Springfield & East Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Springfield & East Lane County.	\$30,194
Catholic Community Services	Homeless Prevention Eugene/Springfield	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Eugene/Springfield.	\$142,530

Organization	Project	Description	Award FY 18-19
<b>Availability and Access to Supportive Housing (Continued)</b>			
Community Sharing	Homeless Prevention (South Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$121,353
Siuslaw Outreach Services	Homeless Prevention (West Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in West Lane County.	\$106,266
St. Vincent de Paul	Supportive Services for Veteran Families (SSVF)	Homelessness prevention, outreach, and connection to services for veterans.	\$14,536
St. Vincent de Paul	Homeless Prevention (Rural Lane County)	Housing Stabilization for At-Risk or Unstably Housed individuals and families residing in rural Lane County, with emphasis on Junction City and Westfir/Oakridge areas.	\$79,800
Womenspace	Rapid Rehousing for Domestic Violence	Rapid rehousing and linkage to needed benefits and resources for domestic violence survivors.	\$41,746
ShelterCare	Rapid Rehousing for High Medical Need (Cascades)	Rapid rehousing services for medically fragile homeless singles. Supportive services include case management, employment assistance, and assistance with access to mainstream benefits.	\$109,704
St. Vincent de Paul	Rapid Rehousing for Singles	Rapid rehousing and linkage to mainstream benefits and resources for single adults experiencing homelessness in Lane County.	\$84,609
St. Vincent de Paul	Rapid Rehousing for Families	Rapid rehousing and linkage to mainstream benefits and resources for families experiencing homelessness in Lane County.	\$129,422
ShelterCare	Rapid Rehousing Eugene & North Central Lane County (McKenzie)	Rapid Rehousing services for households experiencing homelessness including case management, employment assistance, and assistance with access to mainstream benefits.	\$231,590
Catholic Community Services	Rapid Rehousing Springfield & East Lane County (McKenzie)	Rapid Rehousing services for households experiencing homelessness including case management, employment assistance, and assistance with access to mainstream benefits.	\$231,590

Organization	Project	Description	Award FY 18-19
<b>Permanent Supported Housing for Homeless Households</b>			
Mainstream Housing	Permanent Supportive Housing (Developmental Disabilities)	Permanent housing services for homeless households with developmental disabilities. Supportive services include case management, employment assistance, and assistance with access to mainstream benefits.	\$201,311
ShelterCare	Permanent Supportive Housing for Chronically Homeless (Shankle)	Permanent housing services for chronically homeless households with Severe and Persistent Mental Illness (SPMI) including case management, employment assistance, and assistance with access to mainstream benefits.	\$567,018
ShelterCare	Permanent Supportive Housing for Frequent User System Engagement (Sahalie)	Permanent supportive housing to chronically homeless individuals who are frequent users of public crisis, justice, and emergency response systems.	\$209,241
ShelterCare	Permanent Supportive Housing for those with High Medical Needs (Camas)	Permanent supportive housing services for chronically homeless singles and families with serious mental illness or a pattern of acute medical care needs. Supportive services include case management, job search assistance, and assistance with access to mainstream benefits.	\$184,568
<b>Homeless Access Centers</b>			
Womenspace	Homeless Access Center (Domestic Violence)	Emergency basic needs assistance, linkage to mainstream benefits and resources for survivors of domestic violence in Lane County.	\$178,246
St. Vincent de Paul	Homeless Access Center (Families)	Emergency basic needs assistance, respite childcare, linkage to mainstream benefits and resources for families experiencing homelessness.	\$92,382
St. Vincent de Paul	Homeless Access Center (Singles)	Emergency basic needs assistance, linkage to mainstream benefits and resources for single adults experiencing homelessness.	\$157,354
Catholic Community Services	Homeless Access Center (Families)	Emergency basic needs assistance, linkage to mainstream benefits and resources for families experiencing homelessness in Springfield through the OASIS program.	\$40,613

Organization	Project	Description	Award FY 18-19
<b>Emergency &amp; Seasonal Shelters</b>			
St. Vincent de Paul	Lane County Overnight Parking Program	Overnight parking option in River Road/Santa Clara area for households experiencing homelessness.	\$41,696
St. Vincent de Paul	Short Term Family Housing	Facility based 18-20 temporary family housing units and 10 seasonal units for literally homeless families who are receiving assistance with obtaining permanent housing.	\$549,354
St. Vincent de Paul	Seasonal Shelter Dusk to Dawn Singles	Winter shelter for homeless households without children 7 nights per week, dusk to dawn from 11/1/17 to 3/31/18.	\$292,316
St. Vincent de Paul	Seasonal Shelter Egan Warming Center (Singles)	Emergency shelter for individuals experiencing homelessness during periods freezing and/or extreme weather through the Egan Warming Centers.	\$35,043
St. Vincent de Paul	Seasonal Safe Parking	Overnight parking program 7 nights per week, dusk to dawn from 11/1/16 through 3/31/16.	\$10,035
ShelterCare	Temporary Bridge Housing	Temporary housing for literally homeless single individual households referred and accepted to Permanent Supportive Housing or Rapid Rehousing through the Centralized Wait List.	\$44,223
ShelterCare	Temporary Housing for Homeless Families	Emergency shelter and linkage to mainstream benefits and resources for families experiencing homelessness in Lane County.	\$52,704
<b>Children &amp; Youth Development</b>			
Relief Nursery	Therapeutic Nursery & Child Abuse Prevention	Education and in-home outreach to parents of pre-school aged children identified as at-risk for child abuse. Family support services to prevent child abuse and neglect; improve parenting skills; and improve family functioning.	\$82,546
Pearl Buck	Parent Training & Preschool	Education and in-home outreach to parents with cognitive limitations. Assistance with linkage to needed resources and access to mainstream benefits.	\$54,064
Looking Glass	Homeless Access Center Youth	Emergency basic needs assistance and linkage to mainstream benefits and resources for homeless and at-risk youth through New Roads Access Center.	\$55,557

Organization	Project	Description	Award FY 18-19
<b>Children &amp; Youth Development (Continued)</b>			
Looking Glass	Emergency Shelter Youth	Shelter to homeless and at-risk youth between the ages of 11-17 through Station 7 shelter.	\$102,869
Looking Glass	Diversion Demonstration Project Youth	Safe and appropriate alternative to the lack of intermediate services for youth between ages of 16-24 presenting for shelter or at-risk of losing their housing.	\$49,350
Looking Glass	Rapid Rehousing Youth (ESG)	Rapid rehousing and linkage to mainstream benefits and resources for homeless and at-risk youth.	\$107,342
Looking Glass	Rapid Rehousing Youth (McKenzie)	Rapid rehousing and linkage to mainstream benefits and resources for homeless and at-risk youth.	\$129,574
Looking Glass	Transitional Housing Youth	Project based transitional housing for unaccompanied young women aged 16-21 who are experiencing homelessness.	\$44,100
St. Vincent de Paul	Transitional Housing Youth	Project based transitional housing for unaccompanied young women aged 16-18 who are experiencing homelessness.	\$44,100
<b>Basic Needs for Low-Income Households</b>			
Catholic Community Services	Community Service Center (Eugene & North Central Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in Eugene & North Central Lane County.	\$161,438
Catholic Community Services	Community Service Center (Springfield & East Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in Springfield & East Lane County.	\$198,599
Community Sharing	Community Service Center (South Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$142,875
Siuslaw Outreach Services	Community Service Center (West Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$61,641
Upper Willamette Community Development	Hunger Relief Food Box Distribution	Food pantry services to low-income households in Oakridge.	\$11,655



Organization	Project	Description	Award FY 18-19
<b>Basic Needs for Low-Income Households (Continued)</b>			
Food For Lane County	Hunger Relief Food Warehousing and Distribution	Reduces food insecurity through collecting and warehousing food donations for distribution to community based food pantries throughout Lane County.	\$174,465
Food For Lane County	Hunger Relief Meal Site	Nutritious meals to low-income Eugene and Lane County residents.	\$38,232
Lane Council of Governments	Hunger Relief Meal Delivery	Nutritious meals delivered to home-bound individuals age 60 and older.	\$50,976
Centro Latino Americano	Latino Access to Services	Services for low-income Latinos with Limited English Proficiency to access public benefits and other health and human services in Lane County.	\$42,028
<b>Energy Assistance and Weatherization</b>			
Various	Energy Assistance Program Delivery	Screen household eligibility for utility bill payment assistance.	\$457,976
Various	Bill Payment Assistance	Energy assistance funds to low-income households in order to offset the high cost of winter heating and prevent shut offs.	\$2,260,844
Homes for Good	Weatherization	Reduce the energy usage of low-income households in Lane County by installing weatherization materials into their dwellings.	\$1,290,566
<b>Homeless Service System Infrastructure</b>			
Lane County Human Services Division	Homeless Management Information System (HMIS)	Implement and manage HMIS data system ServicePoint, train and provide licenses to over 207 users at 27 participating agencies on utilization of the system, ensuring data quality & timeliness.	\$332,753
Lane County	Coordinated Entry System (CES)	System-wide coordinated assessment, access, and referral for people experiencing homelessness. Management of Central Wait List, training Front Door Assessors, and focus on data quality improvement and accessibility. Includes housing navigator who works with people on the Central Wait List.	\$115,496

Other Programs			
Lane County Human Services Division	Workforce Services	Job-seeker and employment services, short-term vocational work, employer and business services. JOBS program, WIOA (Workforce Investment Opportunity Act) program, STEP Homeless Employment and Training Program.	\$2,594,076
Lane County Human Services Division	Veterans Services	Veteran's Service Officers (accredited VA representatives) advocate for veterans and their families to ensure they receive all entitlements provided by Federal and State law.	\$821,057
Lane County Human Services Division	Dovetail	An internal program at Lane County Department of Health & Human Services which improves coordination across H&HS programs to support clients. Specific focus on identifying and coordinating services for people served with the most complex and intensive needs.	\$369,087
<b>TOTAL CONTRACTED EXPENDITURES</b>			<b>\$14,776,856</b>



# Addressing Homelessness

CITY OF EUGENE UPDATE, WINTER 2017-18





The City of Eugene works with governmental and community partners on a range of efforts to address homelessness in our community.

In these efforts, the City strives:

1. To address the need for both permanent solutions and more short-term emergency shelter strategies
2. To acknowledge and demonstrate through collaboration that partnerships are essential to successful outcomes
3. To balance livability of neighborhoods with compassionate and humane responses to homelessness and the reality of our current housing and homelessness crisis

## Emergency Services and Helping People Move Toward Permanent Housing

### Continued Support for Social Services

Support for human services is a critical piece of the City's strategies and efforts in addressing homelessness. The City of Eugene provided \$350,000 in CDBG funds and \$935,000 in FY17 General Fund dollars to the Lane County Human Services Commission to support critical social services that support people who are homeless and in poverty. These resources are combined with other federal, state and local resources received by Lane County to support a range of general and specialized social services including:

1. Community Service Centers in four locations for low-income persons
2. Three Homeless Access Centers for singles, families and youth
3. Hunger relief services including food box distribution and meal sites
4. Early childhood programs
5. Cultural and linguistic access

The resources also support a range of emergency, transitional and permanent housing programs and services provided by a variety of non-profit social service organizations in the community.



January 22, 2019, Joint Work Session - Item 1

## 2017-18 Winter Strategies

The City of Eugene allocated \$155,000 to the Lane County Human Services Commission to help support winter strategies for unsheltered homeless persons through the Dusk to Dawn program. This season, Human Services Commission funding for winter strategies will support the following programs from November 1 to March 31:

- **Dusk to Dawn:** Approved in December 2015, Dusk to Dawn provides approved sites for people to sleep overnight. City Council approved two new sites for the 2017-18 winter season which has added capacity to the program. A St. Vincent de Paul-owned site for individuals in northwest Eugene, a Lane County-owned site for individuals with vehicles in north Eugene, and a St. Vincent de Paul-owned site for families with children in southeast Eugene will together serve over 110 people nightly. St. Vincent de Paul manages the program for each site.
- **Emergency shelter seasonal warming through the Egan Warming Centers:** For singles and couples without children, Egan Warming Centers offer overnight shelter on nights when the temperature drops to 30 degrees or below. The centers rely heavily on a cadre of volunteers and donated spaces for overnight shelter. In 2016-17, the Egan Warming Centers activated 25 nights and served over 1,600 unique guests.
- **Motel vouchers to assist homeless families with children:** On nights that Egan Warming Centers activate, Catholic Community Services administers motel vouchers for families with children.

## Car Camping Program

The City of Eugene's Car Camping program, run in partnership with St. Vincent de Paul, currently hosts over 70 single spaces and eight family spaces at over 42 addresses, both public and private. The City of Eugene provides \$89,000 annually for the program, which has been increased by \$50,000 through the Supplemental Budget the past few years. St. Vincent de Paul administers the program, providing sanitary facilities as well as camper screening and placement.



### EUGENE'S CAR CAMPING PROGRAM

- ▶ 70+ SINGLE SPACES
- ▶ 8 FAMILY SPACES



## Lindholm Service Station

The City of Eugene provided over \$190,000 in CDBG funds for critical improvements at the Lindholm Center Service Station. Improvements were made to the lavatory, shower and laundry facilities to support increased use by Service Center clients. Construction was completed in December 2016.

## Looking Glass Youth Shelter

The City of Eugene Police Department provides \$36,000 annually to the Human Services Commission that goes towards Looking Glass Station 7 to provide shelter services for homeless youth. Station 7 and its Rural Program component operate 24 hours a day to provide crisis intervention services for youth, ages 11 to 17, and their families.

## Eugene Community Service Center

The City of Eugene allocated over \$168,000 in CDBG funds for rehabilitation of the Eugene Community Service Center, owned and operated by Catholic Community Services. This facility served over 10,000 people in 2015 and is the largest distributor of food boxes in Lane County. Funds will be used to replace the walk-in freezer/cooler, improve accessibility at the entrance, replace windows and light fixtures to achieve greater energy efficiency, and install an exterior awning to protect clients in inclement weather. Work will commence in 2018.

## Rest Stops

Rest stops provide approved sites where people experiencing homelessness can sleep in tents or Conestoga huts, keep their belongings, and receive assistance connecting with social services. Currently, five rest stops managed by local non-profits are in operation, serving up to 92 people at any one time. In December 2016, Council approved one-time funding of \$25,000 for the program, and in February 2017, Council approved the removal of the sunset date for the program. In 2017, City staff created an Outreach Handbook on the Rest Stop and Car Camping programs to provide detailed information about the programs as well as tools to assist community members and neighborhood groups interested in working with staff to increase awareness and identify new potential sites.

**5 REST STOPS CAN  
SERVE UP TO 92  
PEOPLE**

*Two rest stop residents  
distribute firewood to fellow  
residents.*



January 22, 2019, Joint Work Session - Item 1





**OPPORTUNITY  
VILLAGE EUGENE  
CAN SERVE UP TO  
35 PEOPLE**

## Opportunity Village

A self-managed micro-housing site located on City-owned property, Opportunity Village has been providing low-cost shelter for people experiencing homelessness since August 2013. The site consists of common bath, kitchen and gathering spaces and 29 temporary residential units with capacity to serve up to 35 people at any one time.



## Homeless Medical Recuperation Program

The City of Eugene allocated \$108,000 in CDBG funds to rehabilitate ShelterCare's Homeless Medical Recuperation facility. This program provides 19 units of safe supportive emergency housing, including meals and wrap-around services, for medically fragile people discharged from hospitals with no place to go. Funds will be used for exterior repairs, HVAC upgrades, improvements to cold food storage, and to replace the roof. Work will commence in 2018.

## Community Justice and Outreach Initiatives

The City of Eugene has launched several programs for which the goals are to intervene and help people connect with resources to address needs which may be contributing to frequent interactions with law enforcement and the criminal justice system. While the following programs serve both those with and without housing, many whom they serve are homeless.

- **Community Court:** Eugene Municipal Court launched Community Court in September 2016 as a program for those who have committed non-violent offenses in the downtown area. Community Court happens once a week in the downtown library, and participants are required to do community service and meet with service providers who can help with housing and a variety of other needs. The program had 51 graduates in its first year, and walk-ins also take advantage of the opportunity to come meet with providers.
- **CAHOOTS:** Crisis Assistance Helping Out On The Streets (CAHOOTS) provides 24/7 mobile crisis intervention and is dispatched through the police non-emergency communications center. Each team consists of a medic and crisis worker who can provide immediate stabilization, assessment, referral, information, and advocacy. The Eugene Police Department contracts with White Bird for CAHOOTS services, providing over \$900,000 in funding and owning and maintaining three vans used for the program.
- **Community Outreach and Response Team (CORT):** A partnership between the Downtown Police Team and CAHOOTS, this team identifies top users of police resources in the downtown area and spends two days a week working with individuals to help them address underlying needs and barriers. CORT has helped 31% of their clients enter housing.
- **Park Ambassadors:** Park Ambassadors work in City parks to help promote safety and quality experiences in the parks system. Ambassadors perform a variety of tasks, including providing information and explaining rules to park visitors, helping maintain clean parks, and connecting with and assisting those who are experiencing homelessness.

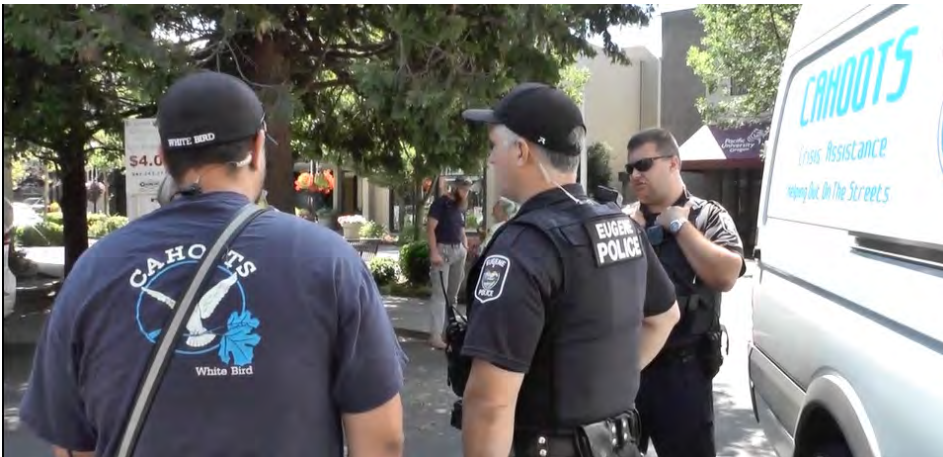
## Buckley House/Willamette Family Treatment Center

The City of Eugene Police Department contracts with Willamette Family Treatment Center annually in the amount of \$79,000 to provide sobering services.





*The Community Court program had 51 graduates in its first year.*



*The Community Outreach and Response Team has helped 31% of their clients enter housing.*



*Parks Ambassadors work throughout the City of Eugene's parks and natural areas to help promote safety, cleanliness and positive experiences.*

*The 15th Night Initiative addresses youth homelessness in Eugene.*



### **15th Night Initiative**

The City of Eugene is partnering with the 4J and Bethel School Districts and a number of community partners on the 15th Night Initiative to address youth homelessness. A total of 311 students who are unaccompanied minors experiencing homelessness have been identified in Eugene. The 15th Night's Rapid Alert Network system responded to 120 requests between January and September 2017. The City's Recreation Division is also partnering with 15th Night to provide a variety of recreational experiences, programming and development opportunities for youth participants. Three 15th Night youth were hired this past summer by the Recreation Division following their completion of an internship and job training program.

### **Looking Glass McKay Lodge**

The City of Eugene allocated almost \$425,000 in CDBG funds to rehabilitate McKay Lodge, which is a residential facility for male juvenile ex-offenders. McKay Lodge is owned and operated by Looking Glass and supports 35 youth annually. Funds will be used to renovate the kitchen, replace the roof, replace the HVAC system, and for other interior improvements. Work will commence in 2018.

### **Whiteaker School**

The City of Eugene allocated \$250,000 in CDBG funds to rehabilitate Whiteaker School, which is owned and operated by Head Start of Lane County. At this location, Head Start provides services to almost 200 children and provides over 4,000 meals per month. Funds will be used for roof repairs, kitchen expansion and renovation, and security improvements. Work will commence in 2018.



# Homelessness Prevention and Permanent Housing Solutions

Access to permanent affordable housing is critical to both prevent and end homelessness. The lack of affordable housing opportunities is the most significant barrier identified by homeless service providers in their work. Eugene has invested in multiple projects to expand the number of affordable housing units available and to also preserve the existing stock. Eugene invests its federal HOME and CDBG funds for this purpose and also provides local System Development Charge waivers and property tax exemptions.

## EXPANDING THE SUPPLY OF AFFORDABLE HOUSING

Over the past year, 64 units of affordable housing were created through completion of one new construction and two acquisition projects. Of the total, 13 units are for homeless persons and 11 units are for youth aging out of the foster care system. Three additional projects with 23 affordable housing units are underway including The Monroe, River Road Apartments, and Youth House. Descriptions of these projects are provided below.

### Delta Court

Cornerstone Community Housing used HOME funds to acquire Delta Court, an eight-unit apartment building on Hunsaker Lane. The rehabilitated units serve as transitional housing for homeless families with children.

### Bascom Village Phase Two

This new construction project was developed by Housing and Community Services Agency of Lane County (HACSA). It includes 47 affordable housing units and one on-site manager unit. HACSA received HOME funds to support the development, and the land was purchased with CDBG funds. CDBG funds were also used to pay for the street infrastructure for the development.

*Bascom Village*



## North Polk Street Apartments

Neighborhood Economic Development Corporation (NEDCO) acquired a 12-unit apartment building with HOME funds. The apartments were renovated with CDBG funds and other sources. Eleven units are dedicated to housing very-low income youth aging out of foster care and one is for an on-site manager. This is the first project of its kind in Oregon that meets the critical housing needs of youth aging out of foster care.

## Youth House

SVdP was awarded HOME funds to acquire a former church building to provide 13 transitional housing units for homeless youth age 16 to 18 and one on-site manager unit. Construction to adapt the building for this purpose has commenced and will be completed in early 2018.



*North Polk Street Apartments*

## AFFORDABLE HOUSING BY THE NUMBERS

► 64  
NEW UNITS CREATED

► 23  
ADDITIONAL UNITS  
UNDERWAY

► 267  
UNITS OF EXISTING  
AFFORDABLE  
HOUSING  
REHABILITATED

## The Monroe

Liberty Housing Group LLC used HOME funds to acquire a six-unit apartment building in the Whiteaker neighborhood. Veterans will be the target population for these two-bedroom units. Rehabilitation will be completed by the end of December.

## River Road Apartments

NEDCO used HOME funds to acquire a four-unit apartment building targeted to very-low income persons living with HIV/AIDS. Building rehabilitation will be completed by the end of December.

## HOUSING REHABILITATION PROGRAM

In addition to creating additional affordable housing units, Eugene invested CDBG funds to preserve 267 units of existing affordable housing through its Housing Rehabilitation Program. Specific projects completed or underway are described below.

## West Town on 8th

Cornerstone Community Housing received a \$158,000 CDBG loan to repair construction defects that led to a failed roofing system. Rehabilitation was completed in 2017. These repairs preserved 102 affordable housing units in downtown Eugene.





### **Olive Plaza**

Olive Plaza, a 150-unit affordable housing development for very low-income seniors, received a \$360,000 CDBG loan for relocation of residents while significant rehabilitation took place including seismic upgrades and accessibility improvements. Work was completed in September 2017.



### **Eugene Emergency Home Repair Program**

Fifteen very low-income households received assistance through Eugene's emergency home repair and accessibility improvements program totaling \$53,000. These repairs address critical health and life safety issues and prevent displacement and homelessness.

## **City of Eugene Support for Community Initiatives**

### **Veterans Homelessness**

Work to leverage \$3 million in additional federal grant resources that were awarded to St. Vincent de Paul in 2014 resulted in more closely coordinated efforts to address homelessness among veterans, over 400 veterans being housed, and over 50 avoiding imminent homelessness through the local initiative dubbed Operation 365. Since March 2016, 445 homeless veterans on Lane County's By-Name Homeless Veterans List have been housed.

### **Housing Policy Board**

The City of Eugene supports the intergovernmental Housing Policy Board, which acts as a forum for public input into the community issues related to affordable housing. The HPB reviews low-income housing issues and makes policy, funding, and other recommendations regarding affordable housing to Eugene and Lane County governments. The mission of the HPB is to increase the availability of decent, affordable housing for low and very-low income families and individuals in Lane County.

► **445**  
**HOMELESS VETERANS**  
**HOUSED SINCE 2016**



## Poverty and Homelessness Board

The Poverty and Homelessness Board (PHB) is an action oriented group of elected officials, community stakeholders, and individuals who represent low-income and homeless people's concerns. The board developed a five-year strategic plan in 2016 that included creating 600 additional housing opportunities for chronically homeless individuals and 300 additional emergency shelter beds, as well as other strategies related to the key goals of increasing housing, shelter, and services, preventing homelessness and poverty, and enhancing public awareness and advocacy. The Mayor of Eugene sits on the PHB as a voting member, and City staff also provide support.

## Human Services Commission

The Lane County Human Services Commission (HSC) is the lead agency for the Continuum of Care Plan, coordinating an integrated community safety net delivery system of social services, supportive housing, and healthcare services for low-income and homeless community members. In addition to providing over \$800,000 in annual funding to the HSC for a variety of critical social services, the City of Eugene is represented on the commission by elected officials who join those from Lane County and the City of Springfield.

## Recent Council Actions and Resolutions

- In May 2016, the Eugene City Council passed Resolution No. 5153, which affirmed the City of Eugene's support and commitment to the Housing First approach.
- In October 2015, Council approved Resolution No. 5142, acknowledging the current housing and homelessness situation as a crisis and urging state assistance to help address it.
- City Council voted unanimously on February 27, 2017, to remove the sunset dates from the Rest Stop and Dusk to Dawn programs.
- The FY18 City of Eugene budget that Council adopted in June 2017 included adjustments to allocate:
  - o \$154,655 for the Dusk to Dawn program
  - o \$1 million of one-time Comcast Settlement Funds for a shelter

## Challenges and Priorities

1. The number of households living in poverty is rising, and the number of affordable market rate housing units is shrinking. Over half of Eugene renters and a third of homeowners have a moderate or severe housing cost burden that places them at risk of homelessness. While Eugene continues to support development of affordable and special needs housing, development has not kept pace with the growth in need.
2. Unauthorized camping in City parks and public right-of-ways is having a taxing impact on the community, the unhoused, and the City. While interdepartmental teams continue to explore and implement strategies to increase public health and safety, and help address the needs of the unhoused, finding workable solutions that meet the magnitude and urgency of the need is a continuing challenge.
3. Education and outreach around the issue of homelessness and City and community efforts are key to increasing awareness and opportunities for partnerships and collaboration within the community.
4. Many efforts and initiatives have been implemented that are helping people meet their basic needs, find shelter, connect with services, and access housing. The City will continue to work with Lane County and other agencies, non-profit organizations, community partners and individuals to identify and support practical, humane, collaborative and sustainable solutions to homelessness.

**LEARN MORE: [www.eugene-or.gov/homelessness](http://www.eugene-or.gov/homelessness) or 541-682-5010**

*Eugene-Springfield  
Consolidated Annual  
Performance & Evaluation  
Report Fiscal Year - 2018  
Executive Summary*



Consolidated Annual Performance  
& Evaluation Report  
————— *for* —————  
Housing and Community Development

# Eugene-Springfield 2018 Consolidated Annual Performance and Evaluation Report

## Executive Summary

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### Introduction

This Consolidated Annual Performance Evaluation Report (CAPER) reviews the Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME) funded activities undertaken by the Cities of Eugene and Springfield between July 1, 2017 and June 30, 2018 (City Fiscal Year 2018). It is the third of five annual reports describing Eugene's and Springfield's progress toward housing and community development objectives identified in the 2015 Eugene-Springfield Consolidated Plan and One-Year Action Plans.

The Cities of Eugene and Springfield each receive an annual entitlement allocation of CDBG funds directly from the U.S. Department of Housing and Urban Development (HUD). The City of Eugene also receives HOME funds from HUD on behalf of the Eugene-Springfield HOME Consortium. The City of Eugene is the lead agency in the HOME Consortium.

The 2018 CAPER evaluates the progress towards achieving the goals and strategies established in the 2015 Consolidated Plan and One-Year Action Plans to address the affordable housing, human service, and employment needs of low- and moderate-income households in our community. A table from the 2015 Consolidated Plan that identifies the adopted Priority Needs, Affordable Housing Strategies, and Community Development Strategies is provided as Attachment A. Specific measures of progress and numeric five-year goals were established for each strategy. Attachment B reports the progress made towards the five-year goals during the first three years of this Consolidated Plan, July 1, 2015 through June 30, 2018. The following document summarizes progress under each of the identified strategies. Electronic copies of the 2015 Eugene-Springfield Consolidated Plan, annual Action Plans, and CAPERs are all available online at [www.eugene-or.gov/hudconplan](http://www.eugene-or.gov/hudconplan).

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## Affordable Housing

The Eugene-Springfield Consolidated Plan identified four strategies to increase access to affordable housing for Eugene and Springfield residents including: 1) Increase the supply of affordable housing; 2) Rehabilitate existing housing stock affordable to low-income persons; 3) Provide down-payment assistance for homeownership; and 4) Remove barriers to affordable and supportive housing. Both jurisdictions have made progress toward their Affordable Housing Strategies using a combination of CDBG and HOME funds. Work undertaken in FY 2018 to accomplish each strategy is described briefly below.

### Increase the Supply of Affordable Housing

The Cities of Eugene and Springfield advanced multiple strategies to increase the supply of affordable housing using both HOME and CDBG funds. Components of this strategy include: 1) Development of affordable housing projects; 2) Acquisition of land for future affordable housing development; and 3) Operating support for organizations engaged in affordable housing development. Outcomes in each of these areas are described below.

#### Housing Development

In summary, 17 units of affordable housing were created through the completion of two acquisition projects (River Road Apartments and Youth House). Four units are for persons living with HIV/AIDS and 13 units are for persons experiencing homelessness aged 16-18.

Two additional projects with 40 affordable housing units are underway including The Monroe and Myrtlewood Apartments. These projects will be completed in future reporting periods.

**River Road Apartments** – Neighborhood Economic Development Corporation (NEDCO) received HOME funds to acquire a four unit apartment building in the River Road neighborhood. The rehabilitated units are targeted to very low-income persons living with HIV/AIDS. (Eugene)

**Youth House** – St. Vincent de Paul Society of Lane County (SVdP) received HOME funds to acquire a former church building in the Southwest Hills neighborhood to provide 13 transitional housing units for homeless youth age 16-18 and one on-site manager unit. The renovated building includes studio apartments and common areas. (Eugene)

**The Monroe** – Liberty Housing Group, LLC received HOME funds to acquire a six unit apartment building in the Whiteaker neighborhood. Veterans will be the target population for these two bedroom units. Rehabilitation is nearly complete. (Eugene)



*Youth House, completed*

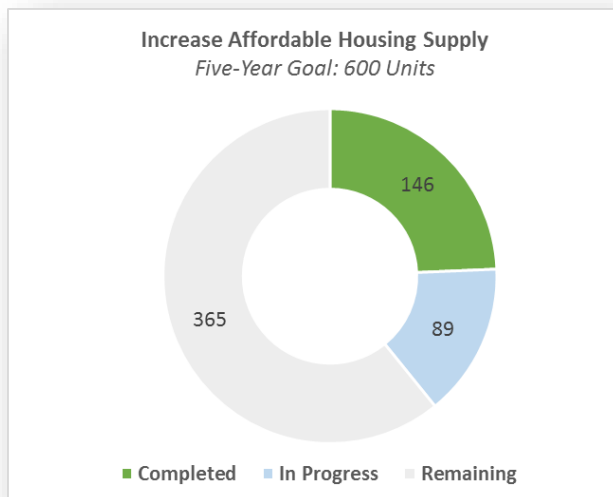


**Myrtlewood** – SVdP was awarded HOME funds to construct the Myrtlewood on Main Street. The new building will be 34 apartments for low-income households, eight of which will target households with developmentally disabled persons. There will also be one on-site manager unit. Construction is nearly complete. (Springfield)



*Myrtlewood Apartments, under construction*

**Market District Commons** – Homes for Good (the Public Housing Authority previously known as HACSA) was awarded HOME funds to construct Market District Commons at 6<sup>th</sup> Avenue and Oak Street in downtown Eugene. The building will be 49 apartments for low-income households and one on-site manager apartment in four floors above first floor commercial. Ten of the units will be targeted to homeless veterans. (Eugene)



*Rendering of Market District Commons*

*Eugene and Springfield have created 146 housing units over the past three years. With 89 units underway, the jurisdictions are achieving 40% of the five-year goal towards the development of 600 affordable housing units.*

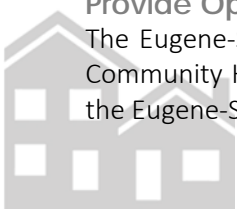
### Acquire Land for Future Affordable Housing Development

Eugene will offer the property located at 1505-1525 River Road to affordable housing developers through a competitive Request for Proposals process. This property was acquired in the last reporting period. The land will be offered in addition to HOME development funds and local resources. This future development is likely to result in the addition of 50-60 new affordable housing units.

The City of Springfield has prioritized identifying publicly-owned property for residential development. The City has identified a site in east Springfield and is in the process of making it available for future affordable housing development. CDBG funds have been allocated to help acquire and develop the property.

### Provide Operating Support for Community Housing Development Organizations (CHDO)

The Eugene-Springfield HOME Consortium used \$48,854 in HOME funds to provide operating support to Community Housing Development Organizations serving both cities. There are three active CHDOs serving the Eugene-Springfield area including Cornerstone Community Housing, SVdP, and NEDCO.





## Rehabilitate Existing Housing Stock Affordable to Low-Income Persons

The cities of Eugene and Springfield both made substantial progress towards homeowner and rental housing rehabilitation goal. In total, 88 households received emergency home repair and/or accessibility assistance.

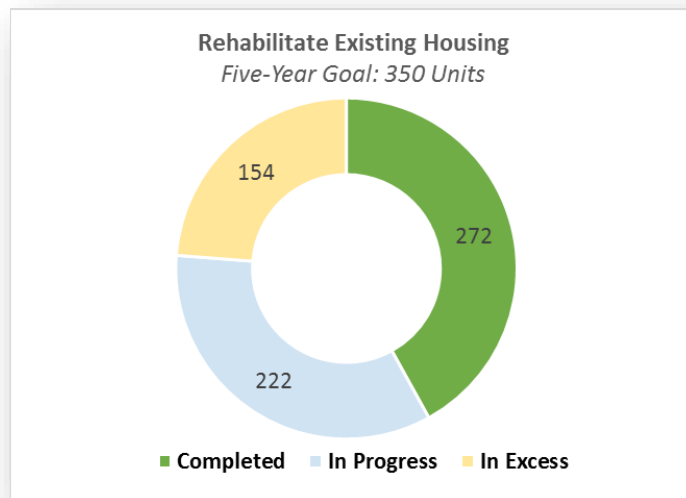
### Homeowner Rehabilitation Activity

Eugene Emergency Home Repair Program – 24 households received assistance through Eugene’s emergency home repair and accessibility improvements program. Of these, 13 homes are occupied by people with disabilities and 17 homes are occupied by people who are elderly. (Eugene)

Springfield Emergency Home Repair Program – 64 households received assistance through Springfield’s emergency home repair program. Of these, 48 homes are occupied by homeowners who are elderly. The program provides up to \$5,000 every five years to very low-income property owners to correct conditions that create a threat to the health and safety of the occupants. (Springfield)

### Rental Rehabilitation Activity

Ya-Po-Ah Terrace Retirement Apartments, which is locally owned by Evergreen Union Retirement Apartments (EURA), consists of 222 units for people aged 62 years and older. Residents pay 30% of their income. Federal rent subsidies for 210 units are dedicated to low- and very low-income seniors who earn up to 50% of area median income. EURA has applied to the City of Eugene for a Rental Rehabilitation Loan to help fund the extensive project. The preservation is only possible with a combination of federal, state and local resources. Construction is expected to begin in FY 2019.



*As shown above, using CDBG funds, Eugene has rehabilitated 272 housing units three years into the current Consolidated Plan. This is 78% of the five-year goal of rehabilitating 350 existing units.*

*With the future completion of Ya-Po-Ah Terrace, Eugene is expected to exceed the 5-Year Goal of rehabilitating 350 rental units by 144 units, for a total of 494 rental units, or 142% of the five-year goal.*



*Rendering of Ya-Po-Ah Terrace*



## Provide Down Payment Assistance for Homeownership

Both Springfield and Eugene transitioned funding for their respective homebuyer assistance programs to CDBG from HOME as part of the 2015 Consolidated Plan.

Eugene Homebuyer Assistance Program – This program was launched as a pilot in October 2015 using CDBG funds. Due to local market conditions, the program was suspended mid-way through FY 2017. Low-income households seeking to purchase had tremendous difficulty finding units that were both affordable and met CDBG quality requirements making this program ineffective.

Springfield Home Ownership Program – Down-payment assistance was provided to eight low-income homeowners, through 0% interest deferred loans up to \$7,000. With a delayed start to the program in 2015, Springfield still has funds available for the program from FY 2017 and FY 2018 allocations.

## Remove Barriers to Affordable and Supportive Housing

Both Eugene and Springfield seek opportunities to affirmatively further fair housing and raise awareness of the housing needs of low- and moderate-income people.

### Intergovernmental Housing Policy Board

The Intergovernmental Housing Policy Board (HPB) completed strategic work planning. Two Task Teams were formed to: 1) Research a dedicated local source of funding for affordable housing and 2) Identify alternative housing types and barriers for low- and very low-income families. The HPB made recommendations to City Council on both topics and additional, city-wide work is underway. The HPB continued to advocate for state and local policy changes to remove barriers to affordable housing and housing choice. Eugene staff collaborated with community advocacy groups on fair housing strategies, trainings, and outreach.

### Fair Housing

Eugene engaged in fair housing work in collaboration with the Fair Housing Council of Oregon. The hotline for fair housing questions and complaints served as a useful resource for community members. Fair housing advocacy was provided and investigations were conducted.

Six fair housing trainings were held for staff, social service agencies, housing providers, and community members. One training was created for Spanish-speaking community members. A Spanish interpreter and equipment were available for language translation during the training.

To celebrate the 50<sup>th</sup> anniversary of the Fair Housing Act, Mayor Vinis proclaimed April as Fair Housing Month in Eugene. Also, an outreach event aimed at families with children was held in collaboration with the Eugene Public Library. This special event included fair housing themed books read by Mayor Vinis, crafts, and the distribution of fair housing materials in English and Spanish. Staff also exhibited at the University of Oregon's Off-Campus Housing Fair and provided fair housing education and bilingual resources.



*Mayor Vinis at Fair Housing Story Time*

Springfield dedicated time and efficiently used university student interns to help address this strategy. Fair housing documents were created for dissemination to local residents and landlords, and are available on the City's website. Also, an outreach strategy was developed to further educate residents and landlords about fair housing, beginning in FY 2019.





## Community Development

Springfield and Eugene made significant progress toward their Community Development Strategies using CDBG funds. Accomplishments for human services, economic development, and improvements to low-income areas are described below.

### Support a Human Services Delivery System to Address the Needs of Homeless Persons and Special Needs Populations

Both Eugene and Springfield continued investments in human service operations. In addition, Eugene continued preparatory work on four human service capital facilities projects.

#### Human Service Operations

Eugene Human Services - Eugene provided \$350,000 in CDBG funds, in collaboration with the Lane County Human Services Commission which supported 24,995 low- and very low-income persons with critical social services. A significant proportion of persons served by these agencies are homeless or at-risk of homelessness. Funded agencies include: Food for Lane County, The Relief Nursery, Catholic Community Services, St. Vincent de Paul, and Womenspace.

Springfield Human Services - Springfield provided \$72,935 in CDBG funds to the Lane County Human Services Commission which supported 10,611 low- and very low-income persons with critical social services in Springfield. Funded agencies include: Food for Lane County, The Relief Nursery, Catholic Community Services Service Center, and Womenspace.

#### Human Services Capital Facilities

In FY 2016, Eugene released a Request for Proposals that led to four new capital facility projects, which were approved for funding by the CDBG Advisory Committee and City Council. These facilities serve over 11,000 low- and moderate-income people and people experiencing homelessness each year.

Looking Glass, McKay Lodge – provides male, juvenile ex-offenders while providing housing, meals, and access to an array of human services, health care, and education.

Head Start, Whiteaker School Community Center – serves low- and extremely low-income children and their families.

ShelterCare, Homeless Medical Recuperation program – provides emergency housing, meals, and wrap around services to people being discharged from hospitals who would otherwise be homeless.

Catholic Community Services, Eugene Community Service Center – is the largest distributor of food boxes among 150 Food for Lane County partners. Emergency housing vouchers, rapid-rehousing, and other self-sufficiency programs are among the additional services provided to community members in need.

Three environmental reviews were completed on the four projects. Further investigative work was performed, partnership opportunities were explored and finalized, and more detailed work progressed on project specifications. Additional funds were allocated through the HUD 2018 Action Plan for three of the four projects. At the end of FY 2018, three of the four projects executed grant agreements and projects were in the final stages of preparing bid documents. Construction will begin in FY 2019. (Eugene)



## Promote Economic Development and Employment Opportunities through the Creation of Jobs and Business Development

Significant progress was made in Eugene's economic development activities as described below.

### Eugene Business Development Fund/Emerging Business Loan Program

Eugene continued to operate its Business Development Fund, and provided four loans totaling \$887,500, which are projected to result in the creation of twenty three jobs for low-income people to the following local businesses: Elegant Elephant Baking Corporation, Fire & Rod, LLC dba The Wheel Apizza Pub, WildCraft Cider Works, Inc., and Shelton-Turnbull Printers, Inc. Additionally, there are applications totaling \$895,000 in underwriting which if approved, will fund in FY 2019.



*The Wheel Apizza Pub, New Haven Style Pizza*



*Elegant Elephant Baking Co, a Gluten-Free Bakery*

### Microenterprise Training

Eugene Microenterprise Training – NEDCO was selected through an open request for proposals in May of 2015 to conduct Microenterprise Training on behalf of the City of Eugene. Sixty people who are either business owners or seeking to start a business were trained.

Springfield Microenterprise Training – During this reporting period, Springfield did not allocate funds to this program.

## Make Strategic Investments to Improve Low-Income Neighborhoods and Other Areas Exhibiting Conditions of Slums and Blight

The Cities of Eugene and Springfield did not allocate funds to support this strategy during this reporting period.





## Attachment A

### Eugene Springfield 2015 Consolidated Plan – Priority Needs and Strategies Tables

#### Priority Needs Table

Priority Need	Explanation
<b>Renters</b> - Low and very low income people need increased access to quality affordable rental housing	<ul style="list-style-type: none"> <li>A significant majority of low-income renters spend more than 30% of their income on housing costs (Eugene–76%, Springfield–74%)</li> <li>A significant majority of low-income renters experience overcrowding, substandard housing, or a housing cost burden (Eugene–78%, Springfield–76%)</li> <li>A large percentage of low-income renters spend more than 50% of their income on housing costs (Eugene–51%, Springfield–34%)</li> </ul>
<b>Home Owners</b> - Low and very low income people need increased access to affordable home ownership opportunities and support to remain homeowners	<ul style="list-style-type: none"> <li>A significant majority of low-income owners experience overcrowding, substandard housing, or a housing cost burden (Eugene – 76%, Springfield – 57%)</li> <li>A significant majority of low-income owners spend more than 30% of their income on housing costs (Eugene–64%, Springfield–56%)</li> <li>A large percentage of low-income owners spend more than 50% of their income on housing costs (Eugene–40%, Springfield–31%)</li> </ul>
<b>Homeless</b> - People need access to housing and supportive services to prevent them from becoming homeless and to leave homelessness	<ul style="list-style-type: none"> <li>A total of 11,668 homeless individuals were served in FY 2014 by agencies funded by Lane County.</li> <li>The three public school districts in Eugene and Springfield report 1,616 homeless youth during 2014, and this definition includes students who are staying with friends or family.</li> <li>The definition of homeless for purposes of this Plan includes people who are “doubled-up”.</li> </ul>
<b>Non-Homeless Special Needs Populations</b> - People with special needs including seniors, ex-offenders, people with HIV/AIDS, victims of domestic violence, people with drug and alcohol addictions, people who are evicted or foreclosed, people with physical and mental disabilities, veterans, youth and college students, and youth aging out of foster care.	<ul style="list-style-type: none"> <li>Special needs populations need additional support as it relates to affordable housing, human services, and employment opportunities.</li> </ul>
<b>Employment Opportunities</b> - People who have low incomes, are unemployed or underemployed need a broader range of employment opportunities, including self-employment.	<ul style="list-style-type: none"> <li>Between 2007 and 2010, Lane County lost nearly 18,000 jobs.</li> <li>The loss of jobs combined with the subsequent recession, have widened the gap between employed wages and housing costs.</li> </ul>
<b>Low-Income Areas &amp; Areas of Slums and Blight</b> – Geographic areas defined as areas of slums and blight or as low-income areas need additional support for rehabilitation and public facility improvements	<ul style="list-style-type: none"> <li>There are several areas in this community that are or could meet the HUD requirement for an areas of slums and blight which would allow different uses of CDBG funds. These areas could benefit from increased investments in the area.</li> <li>There are several areas of this community that are characterized by 51% or more low- to moderate-income residents, which can benefit from increased investments in this area.</li> </ul>



## Affordable Housing Strategies to Address Priority Needs and Five-Year Goals

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	Springfield CDBG
Increase the supply of affordable housing (Consortium HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of rental units constructed, reconstructed, acquired or preserved	600	50	
			Number of CHDO's Assisted	4		
			Housing for homeless added	20		
			Number of sites acquired		2	1
			Homeowner housing added		10	5
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		350	5
			Number of home owner units rehabilitated		150	200
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first time purchase of a home.	Households assisted with direct assistance to home buyers		10	50
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy board		Yes	Yes
			Number of fair housing events		20	5
			Maintain fair housing services		Yes	Yes
			Update Fair Housing Plan		Yes	Yes



## Community Development Strategies to Address Priority Needs and Five-Year Goals

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	Springfield CDBG
Support a human services delivery system to address the needs of homeless persons and special needs populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission.	Persons assisted with public facility activities		25,000	5,000
			Persons assisted with public service activities		110,000	65,000
			Number of public facilities improved		15	4
			Number of transitional or emergency beds added		20	5
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training and development opportunities.	Jobs created or retained		200	5
			Businesses assisted		50	1
			Micro business trainees		300	55
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities.	Businesses assisted with façade treatment or building rehab		-	2
			Number of projects completed		2	2
			Persons assisted with public facility activity		5,000	6,000



## Attachment B

### Affordable Housing Strategies and Five-Year Goals Progress Report: July 1, 2015 – June 30, 2018

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	HOME & Eugene CDBG Progress Completed
Increase the supply of affordable housing (Consortium HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of rental units constructed, reconstructed, acquired or preserved	600	50	146
			Number of CHDO's Assisted	4		3
			Housing for homeless added	20		21
			Number of sites acquired		2	1
			Homeowner housing added		10	-
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		350	272
			Number of home owner units rehabilitated		150	62
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first time purchase of a home.	Households assisted with direct assistance to home buyers		10	6
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy board		Yes	Yes
			Number of fair housing events		20	20
			Maintain fair housing services		Yes	Yes
			Update Fair Housing Plan		Yes	-





**Community Development Strategies and Five-Year Goals**  
**Progress Report: July 1, 2015 – June 30, 2018**

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	HOME & Eugene CDBG Progress Completed
Support a human services delivery system to address the needs of homeless persons and special needs populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission.	Persons assisted with public service activities		110,000	72,729
			Number of public facilities improved		15	1
			Number of transitional or emergency beds added		20	-
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training and development opportunities.	Jobs created or retained		200	70
			Businesses assisted		50	12
			Micro business trainees		300	140
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities.	Businesses assisted with façade treatment or building rehab		-	-
			Number of projects completed		2	1
			Persons assisted with public facility activity		5,000	1,850





## TAC Summary of Lane County Stakeholder Interviews

April 2018 through August 2018

### Overview

From a period starting on April 18, 2018 through August 29, 2018, TAC consultants Gina Schaak and Liz Stewart conducted 19 stakeholder interviews (either in person or by telephone), toured a day access center, toured an emergency shelter, and attended a Poverty and Homelessness Board meeting. Immediately following the Board meeting TAC subsequently facilitated two focus groups. The following list includes the agencies TAC interviewed and sites visited:

- St. Vincent de Paul Society of Lane County (staff from several programs)
  - Service Center Staff
  - Supportive Services for Veteran Families (SSVF) staff
  - Family Shelter Staff
  - Executive Director
- Tour of Lindholm Center/ Service Station with SVdP staff
- Eugene Mission
  - Executive Director
  - Shelter Staff
- Homes for Good (PHA)
- Nightingale Health Sanctuary
- ShelterCare
- Catholic Community Services of Lane County
- PHB subcommittee Lived Experience Advisory Group for Unhoused Engagement (LEAGUE) member meeting
- Focus group discussions (2 total)
  - Poverty and Homelessness Board members, and
  - Community advocates
- Eugene Police Department
- City of Eugene Parks and Recreation staff
- Looking Glass
- White Bird/CAHOOTS
- Community Court
- COURT
- Lane County Staff for;
  - Coordinated Entry, FUSE, and
  - Community Service Worker

